# BUDGET JUSTIFICATIONS

The United States Department of the Interior

and Performance Information
Fiscal Year 2016

# BUREAU OF LAND MANAGEMENT

NOTICE: These budget justifications are prepared for the Interior, Environment and Related Agencies Appropriations Subcommittees. Approval for release of the justifications prior to their printing in the public record of the Subcommittee hearings may be obtained through the Office of Budget of the Department of the Interior.

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# Executive Summary

## Executive Summary

The Bureau of Land Management (BLM) serves as the steward of vast tracts of western and Alaskan lands with a multiple use and sustained yield mission to maintain the health, diversity and productivity of public lands for present and future generations. Public demands placed on these lands continue to change and grow, as does the complexity of land management decisions and their implications for the future.

The *Federal Land Policy and Management Act of 1976 (FLPMA)* defined the concept of managing public lands on the basis of multiple use and sustained yield, and it is this unique mandate that is the BLM's greatest strength. This approach emphasizes how people and the lands are interconnected and interdependent, and balances the diversity of interests and values associated with the public lands. Doing so on a landscape basis further enhances the ability to meet the diverse needs of our public land users in a balanced and sustainable way.

The 2016 budget request for the BLM strikes this balance in a year that presents history-making opportunities for managing public lands. The Bureau must invest in conservation of America's sage-steppe ecosystem, which spans over a little more than 65 million acres. Conserving this iconic landscape, the sagebrush habitat, and the over 350 species that call it home, would not only save one of America's great treasures, it will protect our ability to sustainably manage these lands for future generations, including traditional and renewable energy development, recreation, livestock grazing, wild horses and burros, and wildfire. All of these have far-reaching consequences for the Nation's economy.

Accordingly, it is vital that the Bureau have the resources necessary to manage both safely and effectively the 100,000 oil and gas production wells that we are responsible for overseeing. However, funding for the BLM's onshore oil and gas program has not kept pace with its workload, thus presenting difficult choices for the BLM. To help bolster BLM's capacity to effectively respond to industry demand and manage the increasing workload in its Oil and Gas Management program, the 2016 budget includes important funding increases aimed at leasing, permitting, and management efficiencies through technology. The budget proposes to institute a fee system for its inspection program, similar to the one already in place for Federal offshore oil and gas leases. The new fee revenue, estimated at $48 million in 2016, will allow for a net increase of $6.9 million in program capacity for this critical management responsibility. The fee proposal will allow the BLM to be nimble in responding to industry demands while reducing the need for direct appropriations by $41.1 million, funds that can be directed toward other priority activities within the oil and gas program and elsewhere in BLM.

This budget seeks a significant increase in funding for one of the greatest gifts we can give future generations, one that transcends Administrations and will span generations – our National Conservation Lands. Through legislative action and Presidential initiative, special designations for these lands protect significant resource values while providing opportunities for recreation and making significant contributions to the US economy. The proposed investments will help to ensure that these legacy lands are managed for the enjoyment of all Americans and preserved in perpetuity.

The budget request also includes a legislative proposal to help link individual Americans to their public lands through the formation of the BLM Foundation, which would raise private funds and foster productive partnerships to promote the BLM's multiple use and sustained yield mission. Such a foundation would allow individuals to demonstrate their commitment to public lands with

their time and money. The BLM is the Nation's only large land management agency without a congressionally chartered foundation to support its work.

## Bureau Overview

More than 10,000 employees manage an outsized portfolio of lands and resources that encompasses more than 247 million surface acres, primarily in 11 western States, including Alaska, and 700 million acres of Federal mineral estate, as well as the mineral operations and cadastral surveys on 56 million acres of Indian trust lands. In other words, the BLM is entrusted with 13 percent of the Nation's surface land and roughly one third of its minerals resources. While often thought of as a Western agency, the BLM also has significant management responsibilities east of the Mississippi River.

The public lands serve several important functions. As population growth in the West has expanded since World War II, the BLM has faced a corresponding rise in public demand for uses such as recreation, wildlife, and open space. At the same time, BLM lands have provided energy and minerals, forage, forest products, and other goods to a growing Nation. Today, these lands not only continue producing natural gas, oil and coal, but are also driving the Nation's new energy economy by producing solar, wind and geothermal energy to reduce our dependence on fossil fuels.

BLM-managed lands also provide critical open-space for an expanding population in western cities and towns. The BLM is also a steward of the Nation's public lands - helping to protect threatened or endangered species, restore valuable habitat, manage forest and rangeland fires, preserve historical and paleontological resources, and administer a range of resources that benefit a growing economy. In these ways, BLM management contributes to the vitality of local economies, and delivers benefits to all Americans.

As with all great responsibilities, effective public land management also entails considerable challenges that the BLM addresses through cooperation and creativity. Collaboration is the hallmark of the BLM's management approach, engaging a wide range of stakeholders and communities in all its land management decisions.

## 2016 Budget Request

The 2016 BLM budget request for current appropriations is $1.2 billion, an increase of $107.6 million above the 2015 enacted level. The budget proposes $1.1 billion for the Management of Lands and Resources appropriation and $107.7 million for the Oregon and California Grant Lands appropriation, BLM's two operating accounts. The request for these two accounts represents a total increase of $91.4 million above the 2015 enacted level. The budget also proposes $38.0 million in discretionary funding for Land Acquisition, an increase of $18.3 million above the 2015 enacted level.

The BLM budget request translates to a cost per acre of about $5.04 to American taxpayers.[1] Recent Interior studies indicate that BLM's management of the public lands provides an outstanding economic return to the American people. In 2013,[2] activities on BLM managed lands were estimated to contribute $107 billion to the Nation's economic output and supported over 446,223 domestic jobs through extractive and non-extractive uses of public lands.[3]

This request provides sustainable benefits across the West and for the Nation as a whole. It maintains working landscapes for grazing, timber and recreation; it strengthens oversight of onshore oil and gas development while providing increased opportunities for developing these economic resources; and it protects unique wildlife habitat and ecosystem functions that are also essential sources for clean water, clean air, carbon sequestration, nutrient cycling and cultural preservation.

**Powering Our Future –** The Bureau plays an essential role in meeting the Administration's "All-of-the-Above" energy strategy. BLM's oil and gas program accounts for 11 percent of the natural gas and five percent of the oil that is domestically produced. In addition, coal from public lands provides approximately 22 percent of U.S. electrical production annually. Since 2009, the BLM has approved 52 renewable energy projects, including 29 utility-scale solar facilities, 11 wind farms, and 12 geothermal plants, with associated transmission corridors and infrastructure to connect with established power grids. If fully constructed, these projects will provide more than 14,000 megawatts of power, or enough electricity to power about 4.8 million homes, and provide over 20,000 construction and operations jobs.

The 2016 budget continues strong support for the Administration's energy goals and strengthens management of onshore oil and gas development. This budget request proposes an increase of $12.8 million above 2015 enacted levels to develop master leasing plans, support the work of the pilot project offices, and advance the technologies needed to improve management of the program.

Since 2000, the BLM has permitted nearly 47,000 new wells; however, the agency's role does not end when a well goes into production. The BLM has oversight responsibility for each of the approximately 100,000 wells on public land from cradle to grave. This is a significant responsibility and one that the BLM takes seriously to protect the public, the environment and taxpayer interests. The 2016 budget request includes a proposal to charge an inspection fee to cover the costs of performing those functions for industry. The BLM estimates that the fee schedule included in the budget will generate $48.0 million in offsetting collections for the inspection and oversight program, allowing for a $6.9 million increase in program capacity compared to the 2015 enacted level. This new fee authority will also bring onshore oil and gas inspections and oversight into congruence with offshore oil and gas management, where inspection and related activities are presently funded through operator fees.

[1] *Public Land Statistics, 2013* (http://www.blm.gov/public_land_statistics/pls13/pls2013-web.pdf)
2 The most recent year for which figures are available.

[3] Department of the Interior Economic Impact Report, 2013 (page 17)

Permanent funds provided in the 2015 National Defense Authorization Act and additional current appropriations requested in the 2016 budget will enhance the BLM's ability to process APDs more quickly and efficiently despite the increased complexity and technical challenges involved in today's oil and gas operations. The NDAA provides for a 10-year authorization of APD processing fees, adjusted each year for inflation, which will replace the fee currently provided through annual appropriations language. The NDAA sets the fee at $9,500 in 2016, an increase of $3,000 over the 2015 APD fee of $6,500. This will generate an estimated $47.5 million in APD fee revenues, $15.0 million more than the $32.5 million provided for in the 2015 appropriations bill. However, of this amount, only 85 percent or $40.4 million is available for BLM use to expand its APD processing capacity (for each year from 2016 to 2019). The budget requests that Congress appropriate the remaining $7.1 million in estimated APD fee revenues as part of the annual Interior appropriations bill. In addition, the 2016 BLM budget request includes an additional $3.0 million in discretionary funds to enhance the capacity of BLM's permit processing project offices. The NDAA also permanently extends BLM access to the mandatory pilot office funding authorized under section 365 of the Energy Policy Act of 2005. In the absence of the NDAA provision, BLM's authority to use the lease rental revenues deposited into the Permit Processing Improvement Fund would have expired at the end of 2015.

The BLM budget request maintains funding for Renewable Energy at essentially the 2015 enacted level, providing the BLM with the necessary resources to continue to aggressively facilitate and support solar, wind, and geothermal energy development.

While this request addresses greater use of renewable energy sources and the responsible development of onshore oil and gas to meet U.S. energy needs, coal provides for the preponderance of near-term electrical generation for the Nation. Coal produced from Federal lands is the source of over 20 percent of all U.S. electricity. An increase of $1.1 million in both the Coal Management program and the Other Minerals program will support the automation and tracking of licenses, leases and permitting as well as inspection activities, including production verification associated with coal and other minerals.

The BLM role in meeting the Nation's energy requirements goes beyond the production side of the equation. Across the vast public lands of the West, the BLM, through rights-of-way issuance, facilitates the efficient delivery of energy to meet growing demand and address the West's aging electrical infrastructure, which impedes efficient energy transmission and inhibits renewable energy development. To support necessary upgrades for reliability and increased capacity, the budget includes a $5.0 million increase in the Cadastral, Lands and Realty Management program to identify and designate energy corridors for the siting of transmission lines and other related infrastructure in an environmentally sensitive manner. This increase complements the Secretary's Powering Our Future initiative.

**Sage-Grouse Conservation –** Greater sage-grouse once occupied more than 290 million acres of sagebrush in the West. Unfortunately, the bird, known for its flamboyant mating ritual, has lost much of its habitat over the last century. Large amounts of the habitat that remain have become fragmented or degraded. The species currently resides in eleven States and two Canadian provinces. In a March 2010 decision, the U.S. Fish and Wildlife Service (FWS) determined that listing Greater sage-grouse under the Endangered Species Act (ESA) was "warranted, but precluded." The FWS stated that the BLM was not "fully implementing the regulatory mechanisms available" to ensure the species' conservation. To address those concerns, the BLM initiated a formal land use planning process in 2011.

Since 2013, the BLM has targeted $15.0 million per year toward implementation of broad-scale sage-grouse planning and conservation activities, including amendment or revision of 98 land use plans to designate priority habitat, perform habitat restoration and improvement, and map, assess and monitor that habitat. To avoid the need to list the sage-grouse under the ESA, the BLM is creating and implementing a strategy to stabilize the population. These efforts have involved unprecedented collaboration between the BLM, western State governments, and non-governmental partners.

Success in conserving the sage-grouse will demonstrate the value of planning for conservation and development at a landscape level. It will also help demonstrate that working at this level – across lands administered by State and Federal agencies – successful measures can be developed and implemented to effectively recover a species that was previously headed on the road to extinction through landscape-level planning, interagency collaboration, and public-private partnerships.

Success in avoiding the need to list the Greater sage-grouse will also bring economic benefits in regions where the largest concentrations remain: the Rocky Mountain region, where development pressure is greatest; and the Great Basin, where the primary threats are increasing due to a changing climate, drought, invasive species and increased risk of more devastating wildfires.

The 2016 budget request includes an additional $45.0 million to expand BLM wildlife conservation efforts, including restoration and protection of the sage-grouse habitat. With this request, BLM's resources dedicated to sage-grouse conservation will total $60.0 million and are an investment in preserving Western values and economies. This effort to restore and protect the sagebrush is vital. Sagebrush areas support the sage-grouse and over 350 other species, including mule deer and pronghorn, are integral to local economies for hunting, biking, and other recreational activities, and are the site of much of our most prolific energy development. The $60 million request builds on the investment in resource planning and involves the local community in an effort to take a meaningful step forward to minimize the threat of wildfire, control invasive plants and removing unwanted trees and restoring and protecting habitat, as well as monitoring and assessing conditions of the sagebrush habitat.

The BLM will also implement new methods to measure and track the effectiveness of its conservation efforts, and set as a goal providing a net conservation gain for the species. The BLM will create measurable objectives for habitat management, use common criteria that can be shared with partner agencies, and use unbiased measures to assess and publicly report on the outcomes of mitigation. In the Great Basin alone, there are 17 million acres of sage-grouse habitat at risk of loss due to drought, wildfire, and invasive grasses. The BLM manages about 13 million of those acres. The BLM's ability to assess and monitor the results across these large landscapes is crucial to a successful effort and consistent with a commitment to use adaptive management as a means of ensuring that investments in sage grouse conservation are effective and efficient. The importance of having accurate ongoing data and information extends to the Rocky Mountain region as well.

**Cooperative Landscape Conservation –** Understanding and responding to the impacts of a changing climate is an Administration priority, one in which the Bureau plays a critical role as both the Nation's largest land manager and a partner with States, Tribes, local governments, and private stakeholders. Among the most significant challenges of the changing climate is a projected increase in the frequency and intensity of extreme weather events – including severe storms, wildfire and drought. In 2016, the Department proposes investments to increase the resilience of both coastal and inland communities to impacts of these events. These investments will focus on areas at high risk to climate challenges to address vulnerabilities to extreme events in these geographies in partnership with State, local, and tribal governments and other stakeholders. Given this challenge, the 2016 budget includes a total of $25.0 million for Cooperative Landscape Conservation. This reflects an increase of $10.0 million in BLM's Challenge Cost Share program for leveraged partnership projects to address community resiliency. The Challenge Cost Share program is a 50:50 non-Federal partner matching program which supports mutually beneficial public and partner projects. The funding would support work with non-Federal partners on projects that increase the resilience of landscapes to extreme weather events with a focus on the inland challenges of wildfire, flooding and drought.

Projects funded through the Challenge Cost Share programs will improve community resilience at the project site and provide new and needed data to communities around the Nation on what natural infrastructure designs and solutions contribute to resilience.

To accomplish this effectively, the Department will draw on scientific expertise to identify ecosystem restoration and enhancement strategies likely to successfully build resilience to fire, flooding and drought. Efforts might also identify focal areas where these strategies are likely to have a significant return on investment by protecting communities and at risk infrastructure as well as improving landscape resilience in areas of strategic importance to the Department. As part of this initiative the Department will develop project criteria and evaluation metrics relevant to these new project types. Modeled on the Department's approach to implementing Hurricane Sandy resilience investments, the Department would request proposals and conduct a coordinated evaluation of projects.

Climate change is already altering the structure and functions of ecosystems, changing the distribution and abundance of plants and animals, and in many cases limiting the ability of lands and waters to provide services to communities. As average temperatures rise, droughts are increasing, wildfire is more frequent and catastrophic, snowpack is declining, water supplies are diminishing in key areas of the West, and Arctic permafrost is thawing in Alaska, creating challenges, as well as opportunities, on the national landscape. Landscapes are large, connected geographical regions that have similar environmental characteristics, such as the Sonoran Desert or the Colorado Plateau. Because these landscapes and the issues affecting them are not bound by political or jurisdictional boundaries, the BLM is moving towards implementation of a landscape-scale management approach to better understand these challenges and support balanced stewardship of the diverse natural resources of the public lands.

To achieve this goal, BLM is undertaking two connected initiatives: Rapid Ecoregional Assessments (REAs) and a landscape approach for managing public lands. The purpose of these initiatives is to help BLM managers and land stakeholders, both public and private, understand environmental conditions and trends from a broader landscape perspective, and to use this information to inform, focus, and coordinate management efforts on-the-ground.

Since 2010, the BLM has launched 15 REAs to improve the understanding of the existing condition of these landscapes and anticipate how they might change. The REAs provide a science-based information platform for formulating coordinated, multi-agency strategies that can respond effectively to climate change, wildfire, and other environmental challenges that transcend local administrative boundaries.

In 2016, the BLM will finalize the Planning 2.0 initiative, which focuses on designing a more proactive and flexible approach to planning across landscapes. The planning process uses more up-front collaboration with partners to produce durable decisions that can also readily address the rapidly changing environment and conditions posed by climate change, urban growth near public lands and expanding resource development, and other stressors.

Informed decision making and adaptive management require current data about the status and trend of terrestrial and aquatic systems and about the location and extent of natural and human-caused disturbances. The BLM's Assessment, Inventory, and Monitoring (AIM) Strategy is the framework for this data collection. The 2016 budget request includes an increase of $5.0 million to facilitate and expand implementation of the AIM strategy, which is central to meeting commitments outlined in the Greater Sage-grouse land use plans, Secretary Jewell's landscape mitigation strategy and other initiatives.

The budget request also includes a $7.8 million increase in Resource Management Planning, Assessment, & Monitoring to support implementation of the BLM's geospatial strategy. The BLM's Enterprise Geospatial Information System (EGIS) aggregates data and viewing information across boundaries to capture ecological conditions and trends; natural and human influences; and opportunities for resource conservation, restoration, development, and partnering. The BLM geospatial proposal is integrated within Interior's growing enterprise GIS capabilities and serves as a critical component of the Department's corporate geospatial strategy.

Today the BLM has an unprecedented opportunity – using science and technology to create a better understanding of landscapes – to advance important conservation goals and appropriately develop resources. The President's Budget continues to promote research and development, scientific investments, and monitoring to best manage the country's natural resources and heritage. Continued and enhanced coordination of science activities across bureaus will be required to achieve the Department's important mission objectives. The 2016 Budget facilitates this need by better supporting integrated efforts to achieve resource management outcomes. The *BLM has* identified several key areas for investment where coordination with other Department bureaus will leverage results to more effectively achieve mission outcomes.

The BLM has been the lead for the United States for the period of 2013-2017 on the Arctic Council's Conservation of Flora and Fauna Working Group (CAFF) Circumpolar Biodiversity Monitoring Program (CBMP), which coordinates living resource monitoring among an international network of scientists, government agencies, Indigenous organizations and conservation. For fiscal year 2016, the Terrestrial, Marine, and Freshwater monitoring plans are underway, and the U.S. and Canada are leading the newly established coastal monitoring plan. http://www.caff.is/about-the-cbmp

During fiscal year 2016, BLM will continue to support the North Slope Science Initiative (NSSI), an intergovernmental effort to increase collaboration at the local, State, and Federal levels to address research, inventory, and monitoring on the North Slope of Alaska. BLM will pursue

scenario planning for energy and resource extraction development on the North Slope of Alaska and in the offshore environments of the Chukchi and Beaufort Seas in coordination with the Bureau of Ocean Energy Management, the State of Alaska, the North Slope Borough, and other local, regional, and national stakeholders. The project will help decision makers prioritize monitoring and research needed to address emerging issues regarding: weather and climate, increasing marine activity, permafrost, coastal and riverine erosion, hydrology and lake drying, coastal salinization, contaminants, fire regime, and vegetation changes. http://northslope.org/

In 2016, the BLM's Wild Horse and Burro (WHB) Program will continue its efforts to find innovative solutions to wild horse and burro management challenges through implementation of a Prize Challenge. With the assistance of InnoCentive, a global leader in crowdsourcing innovation problems, BLM will fundraise and launch Prize Challenge in FY15.

**America's Great Outdoors** – With more than 64 million people living within 100 miles of BLM-managed lands in the West, the BLM, through America's Great Outdoors and other initiatives, is vital to connecting Americans to outdoor opportunities that help preserve the social fabric of the Nation, bond families across generations, and preserve the character of the rural American West. In 2013, 61 million recreational visits to public lands and waters generated over $5.5 billion in economic outputs, and supported over 42,000 jobs[4]. However, financial investment in the Recreation and Visitor Services program has not kept pace with the growing recreation-related demands on BLM lands. In 2016, the BLM would use additional funding of $6.6 million to implement its National Recreation Strategy - Connecting with Communities. This strategy aligns the resources of the BLM's Recreation & Visitor Services Program with the desired benefits sought by local communities.

The 2016 President's Budget Request for the BLM includes an $11.2 million increase for the National Conservation Lands, which celebrate their 15th anniversary in 2016, to address high priority needs in national monuments and national conservation areas, including developing management plans for recently designated units, and developing and implementing travel management plans for high-use units.

A strong commitment to conservation on the public lands also means proactive management of the cultural and paleontological resources that reside there. America's cultural resources embody a rich heritage of human experiences, architectural achievements, and cultural identities. The BLM manages the largest, most diverse and scientifically important collection of heritage resources in North America. Through the Cultural Resources Program, a proposed $2.0 million increase will enhance the BLM's capacity to preserve and protect these vast heritage resources, moving from a compliance-driven support program to one that is more capable of addressing large-scale, cross-jurisdictional projects. Currently, only 10 percent of BLM lands have completed cultural resource inventories.

[4] Department of the Interior Economic Impact Report, 2013 (page 17)

The BLM also has an excellent opportunity to meet the Secretary's ambitious initiative to connect America's young people to the great outdoors. With adequate resources, the BLM can meet the Secretary's goals. The 2016 Budget request includes an increase of $5.0 million for the BLM's youth programs and partnerships, including a $2.5 million increase in the Soil, Water and Air program and $2.5 million in the Recreation Management program over the 2015 enacted level. These resources will enable the BLM to accomplish high priority projects and promote quality participant experiences and pathways to careers.

The 2016 budget also includes increases for programs funded through the Land and Water Conservation Fund, a vital component of the America's Great Outdoors initiative. The 2016 budget proposal includes a total of $93.4 million for BLM Federal land acquisition, including $38.0 million in requested discretionary appropriations and $55.4 million in mandatory funding.

**Other Key Program Changes –** A $2.9 million increase in the Wild Horse and Burro program will allow the BLM to aggressively implement recommendations in the June 2013, National Academy of Sciences report "Using Science to Improve the BLM Wild Horse and Burro Program – A Way Forward", including expanding ongoing research on population control methods. Curbing reproduction of wild horses on the range is critical to controlling the costs of this program.

The budget includes program reductions totaling $6.9 million in the Oregon and California Grant Lands account from FY 2015. A reduction of $3.8 million in the Western Oregon Other Forest Resources program will be achieved by reducing a range of activities, including inventory and monitoring, rangeland health assessments and restoration projects, and activities in support of recreation. A $3.2 million decrease in the Western Oregon Resource Management Planning program reflects lower funding needs as the program moves to completing the six revised resource management plans.

**Offsetting Collections for Grazing –** The BLM proposes to begin a pilot project for accelerating grazing permit renewal through proposed grazing administration fees. A fee of $2.50 per animal unit month is estimated to generate $16.5 million in fee collections in 2016, more than offsetting a decrease of $3.0 million in the request for appropriations, thereby enhancing the BLM's capacity for processing grazing permits. The increase will allow the BLM to make more progress in addressing the grazing permit backlog, which totaled approximately 5,600 of the nearly 17,800 permits for fiscal year 2014.

The tables below summarize the BLM's 2016 Budget Request and available mandatory appropriations by major appropriation account:

| Current Appropriations *(in $000)* | 2014 Actual | 2015 Enacted | 2016 President's Budget | |
|---|---|---|---|---|
| | | | vs. 2015 | Requested |
| Management of Lands & Resources | 1,031,071 | 1,044,212 | +129,450 | 1,173,662 |
| Grazing Administration Management* | - | - | -16,500 | (16,500) |
| Mining Law Administration* | *(39,696)* | *(39,696)* | +0 | *(39,696)* |
| Oil & Gas Permit Processing* | *(32,500)* | *(32,500)* | +32,500 | +0 |
| Onshore Oil & Gas Inspection Activities* | - | - | -48,000 | *(48,000)* |
| Communication Site Management^ | *(2,000)* | *(2,000)* | +0 | *(2,000)* |
| ***Management of Lands & Resources, Before Offsets*** | ***956,875*** | ***970,016*** | ***+97,450*** | ***1,067,466*** |
| *Offsetting Collections†* | *+74,196* | *+74,196* | *+32,000* | *+106,196* |
| **Management of Lands & Resources** | **1,031,071** | **1,044,212** | **+129,450** | **1,173,662** |
| **Oregon and California Grant Lands** | **114,467** | **113,777** | **-6,043** | **107,734** |
| **Land Acquisition•** | **19,463** | **19,746** | **+18,254** | **38,000** |
| Service Charges, Deposit, & Forfeitures‡~ | 29,998 | 32,465 | -1,415 | 31,050 |
| *Offsetting Collections* | *-29,998* | *-32,465* | +1,415 | *-31,050* |
| **Total, Service Charges, Deposits & Forfeitures** | **+0** | **+0** | **+0** | **+0** |
| **Total, Current Discretionary** | **1,165,001** | **1,177,735** | **+141,661** | **1,319,396** |
| **Range Improvements◊♦** | **9,280** | **9,270** | **+730** | **10,000** |
| **Total, Current Mandatory, Federal Funds** | **9,280** | **9,270** | **+730** | **10,000** |
| **Total, Current, Federal Funds** | **1,174,281** | **1,187,005** | **+142,391** | **1,329,396** |
| **Miscellaneous Trust Funds, Current Portion‡Δ◊** | **24,617** | **25,759** | **-2,829** | **22,930** |
| **Current Mandatory, Contributed Funds** | **24,617** | **25,759** | **-2,829** | **22,930** |
| **Total, Current Appropriations** | **1,198,898** | **1,212,764** | **+139,562** | **1,352,326** |

**Direct budget authority for program activities appropriated within the Management of Land and Resources Account, but offset through collections (See Offsetting Collections line)*

*^Available budget authority, up to the amount shown, derived from offsetting collections from communication site rental fees*

*†Amount for fiscal years 2014 and 2015; includes estimates of offsetting collections for direct spending authority for program activities:*
*Annual Maintenance (currently $140/claim) and Location Fees (currently $34/claim) for Locatable Minerals offsetting Mining Law Administration,*
*Application for Permit to Drill (APD) Fees (currently $6,500/ADP) offsetting Oil & Gas Permit Processing,*
*Communication Site rental fees offsetting Communication Site Management,*
*Onshore oil and gas inspection fees proposed in this request offsetting Onshore Oil & Gas Inspection & Enforcement, and*
*A $2.50 per animal unit month administrative fee proposed in this request offsetting Grazing Administration Management*

*‡Shown as estimated amounts for fiscal years 2014 and 2015; Authority to spend collections appropriated annually; budget authority created when collections are recognized*

*~Collections authorized by the Federal Land Policy and Management Act of 1976 (FLPMA), as amended (43 USC 1735), and the Mineral Leasing Act of 1920, as amended by the Trans-Alaska Pipeline Act of 1973 (30 USC 185)*

*◊ 2014 Amount includes 7.2% sequester and 2015 amount includes a 7.3% sequester pursuant to Section 254 of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended*

*♦Change between 2015 and 2016 reflects the change in available appropriations between 2015 and 2016 due to sequester in 2015*

*Δ Contributed amounts authorized to be collected under Section 307(c) of FLPMA (43 USC 1701)*

*• The 2014 Land Accquisition amount does not include $700K for fire repayments*

| Permanent Appropriations *(in $000)* | 2014 Actual | 2015 Enacted | 2016 President's Budget vs. 2015 | 2016 President's Budget Requested |
|---|---|---|---|---|
| Miscellaneous Trust Funds, Permanent Portion◊ | 1,388 | 2,390 | -170 | 2,220 |
| Permanent Operating Funds◊ | 96,671 | 129,832 | +81,946 | 211,778 |
| Abandoned Well Remediation Fund∇ | 10,000 | 33,372 | -33,372 | - |
| Miscellaneous Permanent Payment Accounts⅄ | 47,921 | 17,239 | +4,930 | 22,169 |
| Land Acquisition | - | - | +55,397 | 55,397 |
| Helium Fund∇ | 242,111 | 22,512 | +2,029 | 24,541 |
| *Helium Fund Offsetting Collections* | *-242,111* | *-22,512* | *-2,029* | *-24,541* |
| Total, Permanent Funds | 155,980 | 182,833 | +108,731 | 291,564 |

| Employees | 2014 Actual | 2015 Enacted | 2016 President's Budget vs. 2015 | 2016 President's Budget Requested |
|---|---|---|---|---|
| Fulltime Equivalents (FTEs) | 9,711 | 9,745 | +117 | 9,862 |

*◊ 2014 amount includes 7.2% sequester pursuant to Section 254 ofthe Balanced Budget and Emergency Deficit Control Act of 1985, as amended*

*◊ 2015 amount includes 7.3% sequester pursuant to Section 254 ofthe Balanced Budget and Emergency Deficit Control Act of 1985, as amended*

*∇ - Exempt from Sequestration in 2014 & 2015*

*⅄ 2014 amount includes 7.2% sequester of payments to States and Counties pursuant to Section 254 ofthe Balanced Budget and Emergency Deficit Control Act of 1985, as amended, except for Secure Rural Schools and Community Self-Determination Act payments authorized to be made in 2014 (for 2013) to Oregon & California Grant Lands and Coos Bay Wagon Road counties under Public Law 113-40*

*⅄ 2015 amount includes 7.3% sequester of payments to States and Counties pursuant to Section 254 ofthe Balanced Budget and Emergency Deficit Control Act of 1985, as amended.*

*Note: The Helium Stewarship Act of 2013 does not authorize further appropriations to the Abandoned Well Remediation Fund until Fiscal Year 2019*

*Note: Does not include the BLM Working Capital Fund, nor the offsetting collections of that fund*

## Legislative Proposals

**National BLM Foundation** – The BLM proposes to establish a congressionally chartered foundation to help link individual Americans to their public lands. The BLM Foundation would raise private funds to promote the BLM's multiple use and sustained yield mission and foster productive partnerships. A foundation would provide the Bureau with significant new tools to expand its partnerships and allow the public to support critical programs and activities for which they have a passion, whether that is the Wild Horse and Burro Program, the National Conservation Lands, habitat restoration, or others. Established as a charitable, nonprofit organization, the foundation would benefit the public by protecting and restoring natural, cultural, historic, and recreational resources for future generations. The BLM is unique in that it is the Nation's only large land management agency without a congressionally chartered foundation to support its work.

As resource issues broaden and diversify across larger landscapes and include a wider set of constituents, the BLM believes this approach will help reach these broader communities and enhance our efforts to better engage with the public. Establishing the foundation would broaden the BLM's partnership capabilities to a national scale.

**Oil and Gas Management Reforms –** The Administration proposes a package of legislative reforms to bolster and backstop administrative actions being taken to reform the management of Interior's onshore and offshore oil and gas programs, with a key focus on improving the return to

taxpayers from the sale of these Federal resources and on improving transparency and oversight. Proposed statutory and administrative changes fall into three general categories: advancing royalty reforms, encouraging diligent development of oil and gas leases, and improving revenue collection processes.

Royalty reforms include evaluating minimum royalty rates for oil, gas, and similar products; adjusting onshore royalty rates; analyzing a price-based tiered royalty rate; and repealing legislatively mandated royalty relief. Diligent development requirements include shorter primary lease terms, stricter enforcement of lease terms, and monetary incentives to get leases into production, for example, through a new per-acre fee on nonproducing leases. Revenue collection improvements include simplification of the royalty valuation process, elimination of interest accruals on company overpayments of royalties, and permanent repeal of Interior's authority to accept in-kind royalty payments. Collectively, these reforms will generate roughly $2.5 billion in revenue to the Treasury over ten years, of which an estimated $1.7 billion will result from statutory changes.

**Hardrock Mining Reform –** The 2016 budget includes two legislative proposals to reform hardrock mining on public and private lands by addressing abandoned mine land hazards and providing a better return to the taxpayer from hardrock production on Federal lands.

The first component of this reform addresses abandoned hardrock mines across the Nation through a new Abandoned Mine Lands (AML) fee on hardrock production. Just as the coal industry is responsible for remediating abandoned coal sites, the Administration proposes holding the hardrock mining industry responsible for the remediation of abandoned hardrock mines. The legislative proposal will levy an AML fee on uranium and metallic mines on both public and private lands. The proposed AML fee on the production of hardrock minerals will be assessed on the volume of material displaced after January 1, 2016. The receipts will be split between Federal and non-Federal lands. The Secretary will disperse the share of non-Federal funds to each State and Tribe based on need. Each State and Tribe will select its own priority projects using established national criteria. The proposed hardrock AML fee and reclamation program will operate in parallel with the coal AML reclamation program as part of a larger effort to ensure the Nation's most dangerous abandoned coal and hardrock AML sites are addressed by the industries that created the problems.

The second legislative proposal institutes a leasing process under the Mineral Leasing Act of 1920 for certain minerals - gold, silver, lead, zinc, copper, uranium, and molybdenum - currently covered by the General Mining Law of 1872. After enactment, mining for these metals on Federal lands will be governed by the new leasing process and subject to annual rental payments and a royalty of not less than five percent of gross proceeds. Half of the receipts will be distributed to States in which the leases are located and the remaining half will be deposited in the Treasury. Existing mining claims will be exempt from the change to a leasing system. The proposal also increases the annual maintenance fees under the General Mining Law of 1872 and eliminates the fee exemption for miners holding 10 or fewer mining claims. These changes will discourage speculators from holding claims that they do not intend to develop. Holders of existing mining claims for these minerals could voluntarily convert their claims to leases. The Office of Natural Resources Revenue will collect, account for, and disburse the hardrock royalty receipts.

**Reauthorize the Federal Land Transaction Facilitation Act (FLTFA) –** The 2016 budget proposes to reauthorize FLTFA, which expired in July 2011, and allow lands identified as suitable for disposal in recent land use plans to be sold using the FLTFA authority. The FLTFA

sales revenues would continue to fund the acquisition of environmentally sensitive lands and to cover the administrative costs associated with conducting sales.

**Land and Water Conservation Fund** -- The Department of the Interior will submit a legislative proposal to authorize permanent annual funding, without further appropriation or fiscal year limitation, for the Land and Water Conservation Fund (LWCF). In 2016, the proposal includes $38.0 million in discretionary funding and $55.4 million in mandatory funding for the BLM's land acquisition program.

**Health Benefits for Seasonal Employees**

On July 29, 2014, OPM issued a proposed rule that would expand eligibility for enrollment under the Federal employee health benefits (FEHB) program to certain temporary, seasonal and intermittent employees. This regulation would make FEHB coverage available to these newly eligible employees no later than January 2015. The Department developed a model to estimate the number of employees who would accept the new coverage and the estimated cost to the government. The Management of Lands and Resources account includes $2.3 million for the 2016 program and fixed cost changes associated with the estimated cost for new coverage under FEHB.

**Expand Analytical Capabilities of the Secretary's Indian Water Rights Office**

This Administration has put a high priority on settling Indian water rights claims as part of its trust relationship with tribes, and anticipates dozens of water rights negotiation in the coming years. The Department recommends instituting policies and strategies that ensure an analytically robust, methodical, and cost-effective approach to negotiating Indian water settlements that result in optimal infrastructure and water delivery results for stakeholders, appropriate roles for financial contributors, and which strengthen climate resilience, promote sound watershed management, and advance water security in Indian country. The new approach will better coordinate expertise of the Department, Indian tribes, States, and other stakeholders to reach Indian water settlements more effectively and expediently. In this budget, the BLM supports the expanded duties and responsibilities of the Secretary's Indian Water Rights Office through payments made to the Working Capital Fund.

**Supporting the President's Management Agenda**

The President's Management Agenda seeks to improve the way that government works and delivers for citizens. The Bureau of Land Management has been particularly focused on delivering world-class customer services to citizens by making it faster and easier for individuals and businesses to complete transactions and have a positive experience with government, including through the use of electronic permitting ("e-permitting").

Within the Oil & Gas Management program, the BLM is redesigning the Automated Fluid Minerals Support System (AFMSS) to improve the oil and gas permitting process. The first module under development will automate all of the internal and external processes for submitting and processing Notices of Staking (NOS) and Applications for Permit to Drill (APD) for federal and Indian oil and gas resources. This module will automate the process from the time the operator submits the NOS or APD, through the required BLM reviews, to its approval/denial decision. The system will provide enhanced reporting capabilities that will allow the BLM to track the NOS/APD through the process, identify bottlenecks, and provide increased transparency and accountability.

The new APD module will enhance the current capabilities of the Well Information System (WIS) and the functionality of the current AFMSS system by automating workflows and having all data in electronic format. This module is the first of many that will include processing of Sundry Notices, additional reporting, and automation of inspections using mobile applications on tablets.

With respect to APDs, the goal of e-permitting is to continue to reduce the time spent with the operators fine-tuning and completing the field data required for proper surface and downhole technical analysis. The BLM continues to experience challenges in the permit approval process, and the level of analysis has grown to match the complex and sophisticated horizontal well completions that BLM increasingly deals with. The BLM anticipates an improvement in processing time and overall greater program efficiency as a result of instituting an e-permitting system.

The Bureau also continues to pursue shared services and common infrastructure, facilitate agency collaboration and co-funding, and implement innovative approaches to resource management. The BLM's IT Transformation initiative will continue to achieve savings through labor reductions, consolidation of infrastructure staff, servers and data center closures, contract consolidations and the promotion of mobility which will allow us to reduce our overall footprint. Additionally, all IT contracts are being reevaluated through the IT Spend Plan process, resulting in the consolidation of contracts, maximization of bulk purchases to achieve additional savings and standardization. The BLM will continue its commitment to ensuring that information technology efforts align with Departmental initiatives focused on consolidation, shared services, and improving IT cost efficiency. The Bureau will continue to seek further centralization efforts internally, while expanding consolidation efforts by working with other Bureaus to share services in areas the of Data Center Consolidation, Geospatial, IT Acquisitions, and Application Consolidation to achieve greater cost efficiency.

# Summary of Program and Legislative Changes

# SUMMARY OF PROGRAM AND LEGISLATIVE CHANGES

The following describes the major increases, decreases, transfers, legislative and administrative changes and management efficiencies in the BLM's 2016 budget.

## Fixed Costs

***Fixed Costs Increases*** **(+$13,312,000/+0 FTE)** – Requested fixed cost increases include costs such as planned pay increases, space rental costs, retirement system costs, health plan costs, workers compensation costs, unemployment compensation costs, and specified Department of the Interior costs funded through the Department's Working Capital Fund.

## America's Great Outdoors

**Recreation Resources Management: National Recreation Strategy (+$6,615,000/+5 FTE)** – The requested increase will allow the BLM to implement its National Recreation Strategy, which aligns the resources of the BLM's Recreation & Visitor Services Program with the desired outcomes of local communities, businesses, and other service providers to increase delivery of benefits to the recreating public and refines program objectives to achieve recreation-tourism outcomes that communities value most, while capitalizing on the inherent advantages of the BLM's unique recreation brand. In 2016, the program will address safety needs, provide better signage and interpretive exhibits, improve accessibility standards at 26 BLM Visitor Centers, and implement the Mountain Bike Action Plan with national partners. Funding will also be used for an interactive national level map; a site specific webpage design that features recreation information; and static, printable PDF maps showing recreation facilities and amenities.

**National Conservation Lands (+$11,181,000/+20 FTE)** –The 2016 budget request includes an increase of $11.2 million to support critical resource protection and maintenance work on the National Conservation Lands. Efforts to be undertaken will include eradicating invasive plants that jeopardize native species and contribute to unnatural, increasingly difficult-to-manage fire regimes; protecting equipment investments from weather; conducting inventories of the world-class and often endemic resources, objects, and values for which each NM&NCA was designated; and implementing resource, science and travel management plans. The BLM will also address additional maintenance needs, accommodate public demand for increased hours of operation, program offerings and greater capacity on National Conservation Lands, and support critical staff positions.

**Cultural Resources: Safeguarding Our Irreplaceable Heritage (+$2,000,000/0 FTE)** – The 2016 budget request includes a program increase of $2.0 million to enhance the BLM's capacity to manage unique, irreplaceable heritage resources. The program will conduct up to 60 additional localized on-the-ground inventories of sensitive areas, and site protection and stabilization projects for priority sites vulnerable to the effects of climate change (e.g. fire, erosion, water levels) and unauthorized activities. Projects will also focus on updating regional overviews and further implementing predictive modeling and data analysis to plan across broad landscapes and enhance the bureau's ability to address large-scale, cross-jurisdictional land-use.

## Land Acquisition – America's Great Outdoors

**Landscape Acquisition Projects: High Priority Projects (+$18,158,000 / 0 FTE)** - In 2016, the BLM will acquire high priority acquisition projects in the core and collaborative landscape planning land acquisition programs. The 2016 core program is $10.4 million and will fund nine of BLM's highest priorities. The collaborative landscape-planning component builds on efforts begun in 2011 to invest strategically in interagency landscape-scale conservation projects while continuing to meet bureau-specific programmatic needs. The Department of the Interior and the U.S. Forest Service (USFS) collaborated extensively to develop a process to more effectively coordinate land acquisitions with government and local community partners to achieve the highest priority shared conservation goals. The 2016 request includes a total of $19.9 million for four collaborative landscapes consisting of nine projects. Within this total, the BLM includes $9.2 million for the Upper Rio Grande landscape, $5.8 million for the High Divide landscape, $2.6 million for the Rivers of the Chesapeake landscape and $2.3 million for projects that are part of the National Trails System landscape. The 2016 request also includes a total of $4.0 million to benefit Sportsmen/Recreational access, a program change of +$2.0 million from the 2015 enacted level.

**Permanent Appropriation: Permanent Land Acquisition –** The Department of the Interior will submit a legislative proposal to permanently authorize annual funding, without further appropriation or fiscal year limitation for the Land and Water Conservation Fund (LWCF). Starting in 2017, $900 million annually in permanent funds would be available. During the transition to full permanent funding in 2017, the budget proposes $900 million in total LWCF funding in FY 2016, comprised of $500 million in permanent and $400 million discretionary funds. The amounts requested include the authorized levels for the Department of the Interior and the Department of Agriculture. The 2016 permanent proposal includes $55.4 million for BLM. See the Land Acquisition chapter for details.

## Powering Our Future

**Oil & Gas Management: Master Leasing Plans (+$5,757,000/0 FTE)** – The 2016 budget request includes an increase of $5.8 million to fund the development of oil and gas master leasing plans (MLPs) that are currently in process or are scheduled to begin in 2016. The BLM typically prepares MLPs in areas where the BLM anticipates high interest for leasing and there are potential conflicts with other natural resources. The MLPs build upon Resource Management Plan decisions by providing a more focused and detailed analysis, including an analysis of optimal lease parcel configurations and potential development scenarios; identifying and addressing resource conflicts and associated environmental impacts; and identifying mitigation strategies and constraints. Through the MLP process, the BLM analyzes and resolves these issues prior to conducting lease sales; therefore, the MLPs will provide oil and gas operators increased regulatory certainty when obtaining and developing lease parcels. The requested funding will be used to complete or begin MLPs within the BLM Utah, New Mexico, Colorado, and Wyoming State offices.

**Oil & Gas Management: Enhance Capacity of Oil and Gas Pilot/Project Offices (+$3,000,000/+25 FTE) –** In addition to authorizing APD fees for 2016 through 2026, the National Defense Authorization Act, 2015, also permanently extends BLM access to mineral lease rent revenues deposited in the Permit Processing Improvement Fund, which have been the primary source of funding for the BLM Pilot Offices established under the Energy Policy Act

(EPAct) of 2005. Under EPAct, BLM's access to these mandatory rent revenues was set to expire at the end of fiscal year 2015. The budget estimates that $16,120,000 in rental receipts will be deposited in the PPIF in 2016, an increase of $702,000 over the 2015 estimate. Given the heavy workload and increasing need for the BLM to support increased domestic oil and gas production, the budget proposes to not only sustain, but enhance the capacity of current and future oil and gas pilot/project offices with an additional $3.0 million in requested discretionary appropriations. Funding levels for pilot offices and other energy-intensive district and field offices have not kept pace with the increasingly time-consuming and complex work associated with processing current APDs. The requested funding will help the BLM reduce the backlog of APDs, accelerate the processing times of new APDs and other use authorizations, ensure new drilling projects meet stronger wellbore integrity requirements through implementation of the hydraulic fracturing regulation, and allow the BLM to address the complexities related to longer horizontal well completions. This will require better technical knowledge, training and a need to replace departing engineers due to retirement or other career moves.

**Oil & Gas Management: Automated Support System Modernization (+$4,000,000/0 FTE):** The 2016 budget request includes an increase of $4.0 million to complete the final phase of the information technology modernization project to update the 19-year old Automated Fluid Minerals Support System (AFMSS). The AFMSS system is used for the collection, management, and sharing of information on authorized use of fluid minerals (e.g. oil, gas, geothermal and helium), including the issuance of drilling permits and collection of inspection and enforcement data across Federal and Indian onshore operations. The new system will automate workflows to be consistent with BLM standards and will minimize the need for manual data entry, thereby improving data quality. The funding increase of $4.0 million requested as part of the 2016 President's Budget will be used for completing the final phase that will automate processes not supported by the current system, allowing BLM employees to gather and evaluate a wider range of information in a more efficient manner.

**Oil and Gas Permit Processing from Fees (net change of -$25,375,000/-234 FTE)** – As noted above, Section 3021 (d) of the National Defense Authorization Act, 2015 amended the Mineral Leasing Act to authorize APD fees in 2016 through 2026 and to permanently appropriate the majority of these fee revenues in 2016-2026 to process applications for permits to drill (APDs). As a result, the offsetting collection currently provided in the annual appropriations language is no longer required in 2016. The NDAA sets the APD fee at $9,500, adjusted annually for inflation, an increase $3,000 over the $6,500 fee set in the 2015 appropriations act. The budget estimates that the $9,500 APD fee will generate $47.5 million in revenues in 2016. In 2016 through 2019, the NDAA permanently appropriates only 85 percent of this amount, estimated at $40.4 million in 2016, and makes the other 15 percent of fee revenues subject to appropriation. The budget request proposes that Congress appropriate the remaining 15 percent of fee revenues (estimated at $7.1 million) as part of the 2016 Interior appropriations bill. The net change of -$25.4 million reflects the difference between the $32.5 million provided in offsetting collections in 2015, and a current appropriation of $7.1 million in 2016 that will be covered by the 15 percent of APD fees proposed to be appropriated.

**Oil and Gas Inspection Activities (Net program change of +$6,874,000/+15 FTE):** The 2016 budget request proposes to institute new onshore oil and gas inspection fees to cover the costs of BLM's inspection activities and reduce the net cost to taxpayers of operating BLM's oil and gas program. The estimated $48.0 million in collections generated from the inspection fees will reduce the need for direct appropriations for the program by -$41.1 million while also

providing for an increase of $6.9 million above the amount appropriated in 2015 for this critical BLM management responsibility. The increased funding is aimed at correcting deficiencies identified by the Government Accountability Office in its February 2011 report, which designated Federal management of oil and gas resources, including production and revenue collection, as high risk. The BLM will also complete more environmental inspections to ensure environmental requirements are being followed in all phases of development. The fees are similar to those already in place for offshore operations. Proposed appropriations language to implement the fees is included in the proposed General Provisions for the Department of the Interior, and is shown below for convenience.

> *SEC.114. (a) In fiscal year 2016 the designated operator of each lease on Federal or Indian lands, or each unit and communitization agreement that includes one or more Federal or Indian leases, that is subject to inspection under 30 U.S.C. 1718(b), and that is in force at the start of fiscal year 2016 shall pay a nonrefundable inspection fee that the Bureau of Land Management (BLM) shall collect and deposit in the "Management of Lands and Resources" account.*
> *(b) Fees for 2016shall be:*
> *(1) $700 for each lease or unit or communitization agreement with no active or inactive wells, but with surface use, disturbance or reclamation;*
> *(2) $1,225 for each lease or unit or communitization agreement with 1 to 10 wells, with any combination of active or inactive wells;*
> *(3) $4,900 for each lease or unit or communitization agreement with 11 to 50 wells, with any combination of active or inactive wells; and*
> *(4) $9,800 for each lease or unit or communitization agreement with more than 50 wells, with any combination of active or inactive wells.*
> *(c) BLM will bill designated operators within 60 days of enactment of this Act, with payment required within 30 days of billing.*
> *(d) If the designated operator fails to pay the full amount of the fee as prescribed in this section, BLM may, in addition to utilizing any other applicable enforcement authority, assess civil penalties against the operator under 30 U.S.C. 1719 in the same manner as if this section were a mineral leasing law as defined in 30 U.S.C. 1702(8).*

**Coal Management and Other Minerals Management: Mineral Tracking System (+$2,200,000/0 FTE)** – The 2016 budget request includes an increase of $1.1 million in the Coal Management program and $1.1 million in the Other Minerals Management program to develop the Mineral Tracking System (MTS). The funding for the MTS will be used to support the automation and tracking of licenses, leases and permitting as well as inspection activities, including production verification, associated with coal and other solid mineral commodities (e.g. phosphate, sodium, potassium, etc.).

**Federal Oil and Gas Reforms** - The 2016 budget includes a package of legislative reforms to bolster and backstop administrative actions being taken to reform management of Interior's onshore and offshore oil and gas programs, with a key focus on improving the return to taxpayers from the sale of these Federal resources and on improving transparency and oversight. Proposed statutory and administrative changes fall into three general categories: (1) advancing royalty reforms; (2) encouraging diligent development of oil and gas leases; and (3) improving revenue collection processes.

Royalty reforms include evaluating minimum royalty rates for oil, gas, and similar products, adjusting the onshore royalty rate, analyzing a price-based tiered royalty rate, and repealing legislatively-mandated royalty relief. Diligent development requirements include shorter primary

lease terms, stricter enforcement of lease terms, and monetary incentives to get leases into production through a new per-acre fee on nonproducing leases. Revenue collection improvements include simplification of the royalty valuation process, elimination of interest accruals on company overpayments of royalties, and permanent repeal of Interior's authority to accept in-kind royalty payments. Collectively, these reforms will generate an estimated $2.5 billion in revenue to the Treasury over 10 years, of which approximately $1.7 billion will result from statutory changes. Many States will benefit from higher Federal revenue sharing payments as a result of these reforms.

**Repeal Geothermal Payments to Counties** - The Administration proposes to repeal Section 224(b) of the *Energy Policy Act of 2005*. Prior to passage of this legislation, geothermal revenues were split between the Federal government and States, with 50 percent directed to States, and 50 percent to the Treasury. The *Energy Policy Act of 2005* changed this distribution beginning in 2006 to direct 50 percent to States, 25 percent to counties, and for a period of five years, 25 percent to a new BLM Geothermal Steam Act Implementation Fund. The allocations to the new BLM geothermal fund were discontinued a year early through a provision in the 2010 Interior Appropriations Act. The repeal of Section 224(b) will permanently discontinue payments to counties and restore the disposition of Federal geothermal leasing revenues to the historical formula of 50 percent to the States and 50 percent to the Treasury. This results in estimated savings of $4.0 million in 2015 and $47 million over ten years.

## Engaging the Next Generation

**Soil, Water and Air Management: Youth in the Great Outdoors (+$2,500,000/0 FTE)** – The 2016 budget request includes a $2.5 million increase for the Secretary's Youth in the Great Outdoors Initiative in the Soil, Water & Air Management Program. Funding will allow the BLM to expand efforts to provide opportunities for "the next generation to play, learn, serve, and work" on public lands. Special consideration will be given to those programs that provide youth from diverse backgrounds with hands-on learning in Science, Technology, Engineering, and Mathematics (STEM), and prepare them for careers in STEM fields.

**Recreation Resources Management: Youth in the Great Outdoors (+$2,500,000/0 FTE)** – The 2016 budget request includes a $2.5 million increase for the Secretary's Youth in the Great Outdoors Initiative in the Recreation and Visitor Services program. Funding will allow the BLM to expand efforts to educate, engage, and employ young people. Special consideration will be given to those programs that provide youth from diverse backgrounds with hands-on learning in Science, Technology, Engineering, and Mathematics (STEM), and prepare them for careers in STEM fields.

## Sage-Grouse Conservation

**Wildlife Management: Implement Sage-Grouse Conservation Plans (+$37,000,000/+20 FTE)** – The 2016 Budget request includes an increase of $37.0 million to support the long-term stage of implementing 68 resource management plan revisions and amendments which describe habitat restoration and conservation needs across 27 priority areas in 11 States. The requested funds support activities that fall into three broad categories which involve both on-the-ground work and establishing the processes and organizational capability to plan and oversee the effort: managing resource uses in greater sage grouse habitats; restoring and reconnecting

greater sage grouse habitats; and assessing, monitoring, and reporting on conditions in priority habitats.

**Resource Management Planning, Assessment and Monitoring: Sage-Grouse Monitoring (+$8,000,000/0 FTE)** – The 2016 budget request includes an increase of $8,000,000 to develop assessment and monitoring protocols using core indicators, standardized field methods, remote sensing, and a statistically valid study design to provide nationally consistent and scientifically defensible information. These protocols will be used to meet the monitoring commitments made during the Greater Sage Grouse planning effort. These commitments include gathering information on terrestrial and aquatic site condition, ecological sites, special status species, treatments, disturbance of the public lands, fire, and land uses.

**Applied Science**

**Wild Horse and Burro: Implementation of National Academy of Sciences (NAS) Recommendations (+$2,993,000/0 FTE)** – The program increase will be used to: continue ongoing multi-year research studies that focus on the development of more effective and longer lasting population growth suppression methods including sterilization; conduct population inventories using recommended survey methods; continue the programmatic environmental impact statement initiated in FY 2015; engage in genetic diversity monitoring; continue development of a robust population model; continue sentinel population studies; and apply the most effective, available population growth suppression methods to on-range animals. The BLM will continue to develop a scientific foundation that will be the basis for an ecologically and financially sustainable Wild Horse and Burro Program.

**Resource Management Planning, Assessment, and Monitoring: Enterprise Geospatial System (+$7,800,000 /0 FTE)** – The BLM is requesting an increase of $7,800,000 to expand the implementation of BLM's enterprise geospatial system in 2016. This expansion will include the aggregation of BLM's data across administrative units, the centralization of those data in an enterprise system that supports all programs and offices, and the delivery of data to both desktop and mobile computers across the agency to improve efficiency. The enterprise geospatial system will support accurate and effective analysis and decision making across various priority landscape-scale initiatives, including the Greater Sage-Grouse Plan Implementation and Monitoring, Renewable and Conventional Energy Development, Rapid Ecoregional Assessments, Climate Change Adaptation, and Regional Mitigation.

**Rangeland Management**

**Grazing Permit Issuance/Shift Cost to Fees (-$2,976,000/-25 FTE)** – The budget proposes to shift a portion of the costs of issuing and managing grazing permits from appropriated funds to fees. The reduction of $3.0 million in the request for appropriations combined with the estimated $16.5 million in fee collections from a new grazing administration fee will result in a net increase of $13.5 million in funding resources available to address the grazing permit backlog.

**Permit Administrative Processing Fee -** The 2016 budget includes appropriations language for a three-year pilot project to allow the BLM to recover some of the costs of issuing grazing permits/leases on BLM lands. The BLM would charge a permit administrative fee of $2.50 per Animal Unit Month, which would be collected along with current grazing fees. The budget estimates the permit administrative fee will generate $16.5 million in 2016 and that it will assist

the BLM in processing pending applications for grazing permit renewals. During the period of the pilot, the BLM will promulgate regulations for the continuation of the administrative fee as a cost-recovery fee, to be in place once the pilot expires.

> *SEC. 417. Beginning on March 1, 2016, and only to the extent and in the amount provided in advance in appropriations Acts, the Secretary of Agriculture shall collect an annual administrative fee for grazing domestic livestock on National Forests in the 16 contiguous western States and on National Grasslands in the amount of $2.50 per head month for cattle and its equivalent for other livestock. The administrative fee shall be billed and collected using the process as provided in sections 222.50 through 222.52 of title 36, Code of Federal Regulations. Fees collected may be used, subject to appropriation, to offset the cost of administering the livestock grazing program. Nothing in this provision shall affect the calculation, collection, distribution, or use of the grazing fee under 43 U.S.C. 1751(b), title III of the Bankhead Jones Farm Tenant Act (7 U.S.C. 1010), and implementing regulations.*
>
> *In fiscal year 2016, beginning on March 1, 2016, and only to the extent and in the amount provided in advance in appropriations Acts, the Secretary of the Interior shall collect an administrative fee to offset the increased cost of administering the livestock grazing program on public lands managed by the Bureau of Land Management by charging $2.50 per Animal Unit Month, which shall be billed, collected, and subject to the penalties using the same process as the annual grazing fee in 43 C.F.R. 4130.8–1. Penalties assessed shall be deposited in the General Fund of the Treasury. Nothing in this provision affects the calculation, collection, distribution, or use of the grazing fee under 43 U.S.C. 315–315rr, 43 U.S.C. 1751(b), 43 U.S.C. 1905, Executive Order 12548, or administrative regulation.*

### Western Oregon

**Other Forest Resources Management: Reduce Core Capability (-$3,753,000/-24 FTE)** – A decrease of $3.8 million will reduce a range of activities, including inventory and monitoring, rangeland health assessments and restoration projects, and activities in support of recreation, soil, water, and air. Some cost savings are expected by primarily thinning stands less than 80 years old, where less pre-disturbance surveys are needed.

**Resource Management Planning: Planned Completion of Six Resource Management Plans (-$3,175,000/0 FTE) –**The BLM plans to complete the six revised RMPs in Spring 2016. As the final environmental impact statements are released and decisions are signed, the program's emphasis will be to support plan implementation with continued collaboration both internally and externally.

### Other Program Changes

**Soil, Water and Air Management: Enhance Core Capabilities (+$1,520,000/0 FTE) –** The 2016 budget request includes a program increase of $1.5 million. The additional funds will be used to increase regional air resource monitoring and modeling efforts, specifically designed to share data across Federal agencies and support regional conventional and renewable energy development; enhance the development of Ecological Site Descriptions on range lands and within pilot areas for forestry, riparian and wetlands; increase water quantity compliance monitoring and reporting necessary to meet regulatory requirements as well as protect Federal

reserve water rights; and support watershed assessment projects that promote an integrated implementation approach across BLM programs.

**Riparian Management: Enhance Core Capability (+$1,340,000/+2 FTE)** – The 2016 budget request includes a $1.3 million increase to strengthen BLM's core capability to pursue a landscape approach to managing BLM vegetation resources, including managing over 150,000 miles of riparian areas and nearly 13 million acres of wetlands. Increased funding will be used to treat acres not meeting land health standards in sage-grouse habitat and to identify and prioritize management and restoration efforts and to support BLM management decisions. Increased funding will also be used for monitoring and assessment of drought conditions with a goal of improving the quality and quantity of water for wildlife.

**Resource Management Planning, Assessment and Monitoring:**
**Assessment, Inventory and Monitoring Strategy (AIM) (+$5,000,000 /+3 FTE) –** The BLM is requesting an increase of $5,000,000 to support implementation of its comprehensive assessment, inventory and monitoring strategy. The increase will facilitate an integrated approach in managing resources across multiple scales and determining the condition and trends in public lands across large landscapes. The AIM Strategy is intended to reach across programs, jurisdictions, stakeholders, and agencies to provide data and information valuable to decision makers. In 2016, five interrelated monitoring efforts will be implemented to inform the regional mitigation and monitoring strategies for the Solar Programmatic EIS and for the Greater Sage-Grouse Planning Initiative.

**Cadastral, Lands and Realty: Transmission Corridors (+$5,000,000/0 FTE)** – The requested funding would position the BLM to strategically plan for the long term increased demand and updates to the electric grid throughout the West with an improved and updated assessment process for the development and siting of energy corridors and rights-of-way (ROWs). Strategic planning would take into consideration renewable energy development including wind, solar, geothermal and hydropower. Planning activities would include revising land use plans in coordination with Federal, State, local and tribal stakeholders; revising energy corridors; developing landscape-level mitigation and best management practices; and synchronizing BLM and U.S. Forest Service (USFS) land use/management plans with transmission planning conducted by the Western Electricity Coordinating Council.

**Abandoned Mine Lands: Red Devil Mine Remediation (+$2,800,000/0 FTE)** – The Red Devil Mine (RDM), located on the Kuskokwim River in Southwestern Alaska, is an abandoned cinnabar mine which produced mercury from 1939 thru 1971. In 2009, the BLM initiated a Remedial Investigation/Feasibility Study (RI/FS) of the Red Devil Mine site under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA). The $2.8 million proposed increase for 2016 would be used for ground and surface water monitoring, Proposed Plan Development and Remedial Design/Remedial Action (RD/RA) development.

**Annual Maintenance: Enhance Core Capability (+500,000/0 FTE)** – The increase will fund additional preventive maintenance on constructed assets supporting administrative, recreational, and infrastructure needs, with an emphasis in areas under greatest pressure from community growth.

**Deferred Maintenance: High-Priority Projects (+$4,240,000/0 FTE) –** The requested increase will support additional facility repair projects that otherwise would not have been funded.

Priorities will be identified using the Department's capital investment guidelines. The projects include sustainability upgrades, radio infrastructure, and bridge, dam, and facilities repairs on critical assets.

**Challenge Cost Share: Climate Resilient Landscapes (+$10,000,000/0 FTE)** - The increase of $10.0 million in Challenge Cost Share funds will be used to expand collaborative partnerships and projects that address the adverse impacts of climate change on public resources. The BLM will prioritize projects using criteria developed in coordination with the U.S. Fish and Wildlife Service and National Park Service to conserve and restore the most vulnerable lands. Projects will invest in heritage resources, fish, wildlife and plants, and recreation lands that can recover quickly from disturbance change. The BLM will use novel, cost-effective methods maximizing the return on investment.

**Administrative Support: Health Benefits for Seasonal Employees (+$2,275,000/0 FTE) –** On July 29, 2014, the Office of Personnel Management issued a proposed rule that would expand eligibility for enrollment under the Federal employee health benefits (FEHB) program to certain temporary, seasonal and intermittent employees. This regulation would make FEHB coverage available to these newly eligible employees no later than January 2015. The Department developed a model to estimate the number of employees who would accept the new coverage and the estimated cost to the government.

**Administrative Support: Enhance Core Capabilities (+$1,000,000/0 FTE) –** The increased funding supports increased costs associated with operating the BLM's management and support infrastructure, continuous improvements to internal controls and compliance to support mission assurance and accountability, and supports human capital planning and workforce planning.

### Permanent Reprogrammings and Internal Transfers

**Transfer to National Conservation Lands (+$5,009,000/+0 FTE)** – In 2016, the BLM will transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount these various MLR subactivities have contributed to the operations of the National Conservation Lands in recent years.

### Other Legislative Proposals

**National BLM Foundation** – The budget request includes a legislative proposal to establish a congressionally-chartered BLM Foundation. This foundation is an opportunity to leverage private funding to support public lands, achieve shared outcomes, focus public support of the BLM mission, and improve messaging.

The legislative proposal to be transmitted soon will follow the structure of statutes establishing similar foundations for other land management agencies. As a charitable corporation under section 501(c)(3) of the Internal Revenue Code of 1986, the foundation will not be considered an agency of the United States and will be authorized to encourage, accept and administer

private gifts of money for the benefit of BLM activities. It will also undertake activities that further the purposes of public lands and support the mission of BLM.

As with similar organizations, the foundation will have a board of directors appointed by the Secretary for set terms and may receive support from the Secretary. For the purposes of audits, it will be treated as a private corporation under Federal law. The foundation will not be authorized to perform any function the authority for which is provided to BLM under any other provision of law.

**Mining Law** – The 2016 budget includes a legislative proposal to reform hardrock mining by instituting a leasing process under the Mineral Leasing Act of 1920 (MLA) for certain minerals (gold, silver, lead, zinc, copper, uranium, and molybdenum). Half of the receipts will be distributed to the State where the lease is located and half would be deposited to the Treasury's General Fund. The proposal also increases annual maintenance fees and eliminates the fee exemption for miners holding 10 or fewer mining claims.

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**Federal Land Transaction Facilitation Act (FLTFA)** – The 2016 Budget includes a proposal to reauthorize FLTFA and allow lands identified as suitable for disposal in recent land use plans to be sold using the FLTFA authority. FLTFA sales revenues would continue to be used to fund the acquisition of environmentally sensitive lands and the administrative costs associated with conducting sales.

**Hardrock Abandoned Mine Land Fund** – To provide additional resources for the reclamation of abandoned hardrock mines, the 2016 budget proposes a new AML fee on hardrock production. Just as the coal industry is held responsible for abandoned coal sites, the Administration proposes to hold the hardrock mining industry responsible for the remediation of abandoned hardrock mines. The legislative proposal will levy an AML fee on uranium and metallic mines on both public and private lands. The proposed AML fee on the production of hardrock minerals will be charged on the volume of material displaced after January 1, 2016. The receipts would be split between Federal and non-Federal lands. The Secretary will disperse the share of non-Federal funds to each State and Tribe based on need. Each State and Tribe will select its own priority projects using established national criteria. The proposed hardrock AML fee and reclamation program will operate in parallel with the coal AML reclamation program as part of a larger effort to ensure the Nation's most dangerous abandoned coal and hardrock AML sites are addressed by the industries that created the problems.

**Recreation Fees Mandatory Appropriation** – The 2016 budget proposes legislation to permanently authorize the Federal Lands Recreation Enhancement Act, which was extended by P.L. 113-235 through September 30, 2016. In addition, as a short-term alternative to proposed legislation for long-term reauthorization, the 2016 budget proposes appropriations language to further extend authorization for the Federal Lands Recreation Enhancement Act through September 30, 2017.

**Reauthorization of Secure Rural Schools payments** – In 2012, under PL 112-141, the Secure Rural Schools Act was reauthorized for one year (2012). The payments made to counties in 2013 (for 2012) again used a formula based on acreage of Federal land, previous payments, and per capita personal income. In October 2013, Congress enacted Public Law 113-40 which extended payments for one year to the O&C Grant Lands and the Coos Bay

Wagon Road counties through fiscal year 2013 (with the payment made in 2014). The 2016 President's budget includes a legislative proposal to reauthorize the Secure Rural Schools (SRS) Act for five years, starting in 2015, with funding through mandatory U.S. Forest Service appropriations. This SRS proposal revises the allocation split between the three portions of the program from the current authority emphasizing enhancement of forest ecosystems, restoration and improvement of land health and water quality, and the increase of economic activity.

If no proposal is enacted, payments to O&C and CBWR counties in 2016 would be under the 1937 and 1939 statutes. For more information on this proposal, see the U.S. Forest Service 2015 Budget Justification.

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# Performance Overview

# PERFORMANCE OVERVIEW

This section discusses the BLM's Priority Goals and their relationship to the BLM's major initiatives, and the BLM's contributions to the Department of the Interior's Strategic Plan.

## Priority Goals

The four areas where the BLM contributes to DOI's success in meeting its priority goals are:

- Renewable Energy Resource Development,
- Climate Change Adaptation,
- Youth Stewardship of Natural and Cultural Resources, and
- Oil & Gas Resources Management.

The BLM programs affected include: Soil, Water, and Air Management; Range Management; Forestry; Riparian Management; Wildlife and Fisheries Management; Threatened and Endangered Species Management; Wild Horse and Burro Management; Recreation Management; National Monuments and Conservation Areas; Wilderness Management; Oil and Gas Management; and Renewable Energy Management.

***Renewable Energy Resource Development*** – By September 30, 2015, increase approved capacity authorized for renewable (solar, wind, and geothermal) energy resources affecting Department of the Interior managed lands, while ensuring full environmental review, to at least 16,500 Megawatts since 2009.

*BLM Contribution:* The BLM's Renewable Energy Management Program contributes to the Secretary's Powering Our Future and Responsible Use of the Nation's Resources Initiative. Public lands managed by the BLM in the western U.S. have high potential for wind, solar and geothermal energy production. Public lands also provide crucial transmission corridors for renewable energy generated on non-Federal lands. The BLM has identified approximately 20 million acres with wind energy potential in 11 western States, 22 million acres with solar energy potential in six southwestern States, and 149 million acres with geothermal potential in several western States and Alaska. The 2016 President's Budget requests $29.4 million for Renewable Energy Management, which maintains funding at the 2015 enacted level plus an increase of $295,000 for fixed costs.

*Implementation Strategy:* In 2016, the BLM will implement a competitive leasing program using new regulations for solar and wind energy leasing developed under Federal Land Policy and Management Act authority. Prior to that, it will continue to selectively offer for competitive leasing some lands made available by the solar energy Programmatic Environmental Impact Statement (PEIS). The Record of Decision on the Solar PEIS includes 17 solar energy zones, containing approximately 285,000 acres potentially available for solar energy development. The BLM has added two additional solar energy zones through land use planning efforts for the Arizona Restoration Design Project and the West Chocolate Mountains Renewable Energy Evaluation Area in California. More are anticipated with future land use planning efforts. Making these lands available for BLM leasing proposals provides for the best siting locations for environmentally-sound solar energy development projects. The BLM is continuing this leasing

program through a nomination and request for proposal process, until competitive leasing is fully established through rulemaking.

In 2016, a West Wide Wind Mapping Project will be available to identify wind energy exclusion areas and sensitive resource conflicts for wind energy development on public lands. This project is expected to be completed in 2015 and be available to assist in BLM land use planning efforts and in siting reviews of proposed wind energy projects on BLM public lands in the western States. The wind energy constraint analysis methodology will further streamline the environmental review of site-specific wind projects. It will also broaden the analysis of additional planned transmission development. The final Wyoming wind analysis report will provide new information to address a greater level of wind energy development in Wyoming.

*Performance Metrics:* The Department is presently employing a set of internal measures and milestones to monitor and track achievement of the priority goals. Progress in these areas is reported and reviewed throughout the year by the Deputy Secretary's Principals Operations Group to identify and address any need for enhanced coordination or policy measures to overcome barriers to the achievement of the priority goal. The BLM has identified the following existing Strategic Plan measure that relates to this priority goal: "Number of megawatts of approved capacity authorized on public land for renewable energy development while ensuring full environmental review." Through the end of 2014, the BLM issued decisions on solar, wind, and geothermal energy development project proposals with a combined capacity of more than 14,140 megawatts under the priority goal. Projects approved in 2015 and 2016 are projected to provide sufficient additional capacity to reach the goal of over 16,500 megawatts of capacity. Though the specifics of any priority goals beyond FY 2015 will be developed as part of the FY 2017 budget process, the BLM will continue its work on processing renewable energy rights-of-way in FY 2016 and expects to contribute 16,500 MW towards the 17,000 megawatts target for the Department as a whole by the end of 2016.

***Climate Change Adaptation*** – By September 30, 2015, the Department of the Interior will demonstrate maturing implementation of climate change adaptation, as scored when implementing strategies provided in its Strategic Sustainability Performance Plan.

*BLM Contribution:* The BLM will work within five broad strategies developed by DOI to demonstrate implementation of climate change adaptation. These five broad strategies are mainstream and integrate climate change adaptation into both agency-wide and regional planning efforts; ensure agency principals demonstrate commitment to adaptation efforts through internal communications and policies; ensure workforce protocols and policies reflect projected human health and safety impacts of climate change; design and construct new or modify/manage existing agency facilities and/or infrastructure with consideration for the potential impacts of projected climate change; and update agency external programs and policies to plan for and address the impacts of climate change. Each of these five strategies will have a BLM component that will contribute to the Department's overall goal of addressing the impacts of climate change. The 2016 BLM budget request includes $25.0 million for climate change adaptation an increase of $10 million over the 2015 enacted budget.

*Implementation Strategy:* In 2015 and 2016, the BLM will identify priority focal areas for funding to restore or enhance landscape resiliency as one of many efforts to integrate climate change adaptation into planning efforts. The Bureau will integrate national science committee recommendations into decision making as part of its ongoing management commitment. Similarly, the BLM will review design criteria for climate change considerations in deferred

maintenance or capital improvement projects over $1.0 million to ensure they incorporate best available sustainable measures, reduce water use to help mitigate possible water shortages, install photovoltaic cells where possible to help alleviate energy use, and use inspections to identify potential energy savings in facilities. Each of these measures helps to alleviate greenhouse gas emissions. Finally in working with our public land users, the BLM will develop a program to help visitors understand how climate change may affect their ability to use and enjoy the public lands.

*Performance Metrics:* The Department is presently employing a set of internal measures and milestones to monitor and track achievement of the priority goals. Progress in these areas will be reported and reviewed throughout the year by the Deputy Secretary's Principals Operations Group to identify and address any need for enhanced coordination or policy measures to overcome barriers to the achievement of the priority goal.

***Youth Stewardship of Natural and Cultural Resources*** – By September 30, 2015, the Department of the Interior will provide 40,000 work and training opportunities over two fiscal years (FY2014 and FY 2015) for individuals age 15 to 25 to support the mission of the Department. The Department is proposing to expand this goal to provide 100,000 work and training opportunities over four fiscal years, FY 2014 through FY 2017, for individuals ages 15 to 35.

*BLM Contribution:* The BLM has incorporated this priority goal into its Celebrating and Enhancing America's Great Outdoors Initiative. The Bureau will continue to focus on providing a continuum of experiences through its youth education, engagement, and employment programs. Special consideration is given to those programs that involve young people ages 15 to 25 through various student employment programs, the 21st Century Conservation Service Corps and other youth partnership organizations. The BLM is also emphasizing recruiting youth from diverse backgrounds. Programs for school age youth such as Hands on the Land and conservation corps and internship programs for high school and older youth expose young people to natural and cultural resources and to career pathways in those fields. The 2016 BLM budget includes $6.0 million for the Celebrating and Enhancing America's Great Outdoors initiative, which is $5.0 million above the 2015 enacted level. This funding will provide youth opportunities assisting the BLM with trail construction and maintenance, habitat restoration, inventory and monitoring in support of a wide range of programs, such as archaeological resources; wilderness characteristics; soil, water, and air resources as well as climate change impacts.

*Implementation Strategy:* In 2016, the BLM will continue to pursue opportunities to facilitate, develop, and sustain partnership activities to support BLM's mission and will continue pursuing collaborative opportunities to educate, engage, and employ youth, particularly throughout the National Landscape Conservation System.

*Performance Metrics:* The Department is presently employing a set of internal measures and milestones to monitor and track achievement of the priority goals. Progress in these areas will be reported and reviewed throughout the year by the Deputy Secretary's Principals Operations Group to identify and address any need for enhanced coordination or policy measures to overcome barriers to the achievement of the priority goal.

***Oil and Gas Resources Management*** – By September 30, 2015, the BLM will increase the completion of inspections of Federal and Indian high-risk oil and gas cases by nine percent over FY 2011 levels, which is equivalent to covering as much as 95 percent of the potential high-risk cases.

*BLM Contribution:* The inspection of high-risk-producing oil and gas cases ensures that hydrocarbon production on federally-managed lands is properly accounted for and results in accurate royalty payments to the public and Indian owners of the minerals. Oil and gas production on federally-supervised lands represents a significant part of the Nation's hydrocarbon production. Operating regulations at 43 CFR 3161.3 (a) require the BLM to inspect all leases which produce high volumes of oil or natural gas and those leases that have a history of non-compliance at least once a year. By focusing on high-risk-producing cases, rather than randomly selecting producing cases for inspection, the BLM's resources are more efficiently used. The high-risk cases account for about 13 percent of the total cases but account for over 60 percent of the oil and gas produced on Federal and Indian mineral estates. This effort is a component of addressing the deficiencies identified in the GAO High Risk report, including ensuring data on production verification and royalties are consistent and reliable, meeting goals for oil and gas verification inspections, and ensuring that informal employee training is supported by formalized training courses offered on a consistent basis. The 2016 President's Budget proposes establishing inspection fees to cover the cost of the inspections. The estimated collections generated from the proposed inspections fees is $48.0 million. This will allow for a reduction of $41.1 million in requested appropriations (the amount of the 2015 appropriation for inspection activities), resulting in a net increase of $6.9 million in resources available for BLM inspections and oversight. The 2016 budget also proposes an increase to complete the final phase of its Automated Fluid Minerals Support System (AFMSS) modernization project allowing collection of inspection and enforcement data across Federal onshore operations to strengthen BLM's oversight and permitting functions and enable the BLM to effectively implement its leasing reforms.

*Implementation Strategy:* High-risk cases are determined by seven risk factors, four generated by the BLM and three derived from the Office of Natural Resources Revenue risk model. The four BLM factors are: production rating; number of missing Oil and Gas Operations Reports; non-compliance rating; and last production inspection date rating. The Field Offices inspect the cases throughout the year, which are then entered into AFMSS. The Washington Office then runs reports from AFMSS showing the number of high-risk-production inspections completed. The number of high-risk-production cases is determined by the individual Field Offices, based on the Bureau's risk-based inspection strategy. The milestones for 2015 and 2016 will be 95 percent or above at the end of the year.

*Performance Metrics:* The BLM is presently employing the following milestones to monitor and track achievement of this priority goal: 1) Revising Onshore Oil and Gas Orders 3, 4, 5, and 9 which cover how oil and gas is measured and stored in a secure facility to prevent theft and mishandling of production, waste, and beneficial use; 2) Evaluating and adjusting onshore royalty rates; and 3) Reinstating training for managers on oil and gas operations. Progress in these areas is reported and reviewed throughout the year by the Deputy Secretary's Principals Operations Group to identify and address any need for enhanced coordination or policy measures to overcome barriers to the achievement of the priority goal.

## The BLM's Contribution to the Department's Strategic Plan

The FY 2014-2018 DOI Strategic Plan, in compliance with the principles of the GPRA Modernization Act of 2010, provides a collection of mission objectives, goals, strategies and corresponding metrics that provide an integrated and focused approach for tracking performance across a wide range of DOI programs. While the DOI Strategic Plan for 2014 – 2018 is the foundational structure for the description of program performance measurement and planning for the 2016 President's Budget, further details for achieving the Strategic Plan's goals are presented in the DOI Annual Performance Plan and Report (APP&R). Bureau-and program-specific plans for 2016 are fully consistent with the goals, outcomes, and measures described in the 2014-2018 version of the DOI Strategic Plan and related implementation information in the Annual Performance Plan and Report (APP&R).

# Goal Performance Table

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| **Mission Area 1: Celebrating and Enhancing America's Great Outdoors** | | | | | | |
| **Goal 1: Protect America's Landscapes** | | | | | | |
| **Strategy 1:** *Improve land and water health.* | | | | | | |
| Percent of DOI stream/shoreline miles that have achieved desired conditions where condition is known and as specified in management plans. (SP) | 85% 132,466/ 154,976 | 86% 133,055/ 155,274 | 86% 133,866 155,151 | 85% 132,344/ 154,976 | 85% 131,976/ 154,976 | 85% 131,976/ 154,976 |
| **Contributing Programs:** Land Resources; Wildlife and Fisheries Management; O&C Resources; Contributed Funds; Challenge Cost Share; and Other Subactivities. | | | | | | |
| Percent of DOI acres that have achieved desired conditions where condition is known and as specified in management plans. (SP) | 63% 155,970,340/ 248M | 66% 163,558,379/ 248M | 63% 155,210,537/ 248M | 63% 155,317,905/ 248M | 64% 155,500,000/ 248M | 63% 155,600,000/ 248M |
| **Contributing programs:** Land Resources; Wildlife Management; O&C Resources Management; Contributed Funds/Reimbursables; and Other Subactivities. | | | | | | |
| Percent of baseline acres infested with invasive plant species that are controlled. (SP) | 0.99% 333,177/ 35,762,000 | 0.57% 204,667/ 35,762,000 | 0.68% 246,710/ 35,762,000 | 0.58% 210,395/ 35,762,000 | 1.3% 1,038,157/ 79,236,079 | 1.3% 1,038,157/ 79,236,079 |
| **Comments:** Reporting of this measure changed based on a new baseline inventory done in 2014. The target also reflects changes due to the performance measure revision. | | | | | | |
| **Contributing Programs:** Land Resources; Burned Area Rehabilitation; O&C Resources Management; Challenge Cost Share; and Other Subactivities. | | | | | | |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| Number of DOI riparian (stream/shoreline) miles restored to the condition specified in management plans. (BUR) | 749 | 867 | 671 | 510 | 600 | 700 |
| **Contributing Programs:** O&C Resources Management; Land Resources; Wildlife Management; Reimbursables; Challenge Cost Share and Contributed Funds; and Range Improvements. | | | | | | |
| Number of DOI acres restored to the condition specified in management plans. (BUR) | 848,477 | 556,457 | 502,787 | 487,770 | 488,738 | 500,000 |
| **Contributing Programs:** Land Resources; Wildlife Management; O&C Resources Management; Range Improvements; Forest Ecosystems; SNPLMA Conservation; Resource Management Planning; Forestry Pipeline Restoration; NM&NCA's; Other Reimbursables. | | | | | | |
| Percent of surface waters (acres) managed by BLM that meet State (EPA-approved) water quality standards. (BUR) | 87% 283,616/ 324,628 | 91% 335,765/ 371,060 | 90% 11,631,022/ 12,923,358 | 89% 3,049,333/ 3,426,217 | 89% 3,023,000/ 3,400,000 | 88% 2,816,000/ 3,200,000 |
| **Contributing Programs:** Land Resources; Wildlife Management; O&C Resources Management; Range Improvements; Forest Ecosystems; SNPLMA Conservation; Resource Management Planning; Forestry Pipeline Restoration; NM&NCA's; Other Reimbursables. | | | | | | |
| Percent of surface waters (stream miles) managed by BLM that meet State (EPA-approved) water quality standards. (BUR) | 91% 124,188/ 136,327 | 89% 103,700/ 116,937 | 91% 221,722/ 243,706 | 91% 142,583/ 143,959 | 90% 127,000/ 142,000 | 88% 124,100/ 141,100 |
| Percent of Wild Horse and Burro Herd Management Areas (HMAs) achieving appropriate management levels. (BUR) | 39% 69/179 | 40% 72/179 | 26% 47/179 | 17% 31/179 | 15% 26/179 | 7% 13/179 |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| Percent of Resource Management Plans completed within four years of start. (BUR) | 41% 28/ 69 | 39% 28/72 | 39% 29/75 | 38% 29/77 | 31% 30/95 | 30% 31/104 |
| Percent of Resource Management Plan evaluations completed within 5 years. (BUR) | 41% 56/ 136 | 44% 65/149 | 42% 66/157 | 45% 73/164 | 45% 73/164 | 49% 81/164 |
| Percent of Resource Management Plans with Implementation Strategies. (BUR) | 36% 49/ 136 | 38% 56/149 | 37% 58/157 | 34% 55/164 | 34% 55/164 | 40% 66/164 |
| Percent of Resource Management Plans evaluated as making significant progress toward achieving riparian condition goals. (BUR) | 18% 24/136 | 22% 33/149 | 22% 34/157 | 25% 41/164 | 28% 44/164 | 32% 52/164 |
| Percent of public lands where Visual Resource Management data have been recorded in digital format for both inventory and management classes. (BUR) | 71% 177,427,913/ 248M | 76% 187,663,813/ 248M | 80% 198,541,465/ 248M | 82% 201,506,063/ 248M | 82% 201,506,063/ 248M | 82% 201,506,063/ 248M |
| Percent of sites (acres) reclaimed or mitigated from the effects of degradation from past mining. (BUR) | 32% 3,046/ 9,262 | 51% 4,723/ 9,262 | 64% 8,834/ 13,747 | 9% 2,982/ 34,510 | 9% 2,603/ 34,461 | 8% 2,925/ 35,000 |
| **Comments**: Performance from 2014 forward reflects a revised method of calculating the percent of acres reclaimed and/or mitigated. The new system more precisely represents field performance in restoring/reclaiming abandoned mine lands. | | | | | | |
| Percent of known contaminated sites remediated on BLM-managed land. (BUR) | 34% 92/ 272 | 39% 108/ 272 | 46% 126/ 272 | 49% 131/269 | 50% 134/269 | 50% 137/269 |
| Percent of physical and chemical hazards mitigated in appropriate time to ensure visitor or public safety. (BUR) | 92% 740/800 | 91% 9601/1,052 | 92% 1,026/1,112 | 85% 980/1,159 | 85% 1,037/1,220 | 85% 1,037/1,220 |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| Number of incidents/investigations closed for natural, cultural, and heritage resources offenses.(BUR) | 4,744 | 4,450 | 6,330 | 6,774 | 11,593 | 11,593 |
| Number of natural, cultural, and heritage resource crimes detected that occur on BLM lands.(BUR) | 9,438 | 9,434 | 15,307 | 17,640 | 17,640 | 17,640 |
| **Strategy 2:** *Sustain fish, wildlife, and plant species by protecting and recovering the Nation's fish and wildlife, in cooperation with partners, including States.* | | | | | | |
| Number of threatened and endangered species recovery activities implemented. (SP) | 1,328 | 1,921 | 1,844 | 1,519 | 1,660 | 1,650 |
| **Contributing Programs:** Threatened and Endangered Species Management; O&C Wildlife Habitat Management, and NM&NCA's. | | | | | | |
| Number of stream/shoreline miles of habitat restored or enhanced that directly support the conservation of Bureau species of management concern. (BUR) | 418 | 225 | 307 | 510 | 250 | 237 |
| **Contributing Programs:** Fisheries; Wildlife Management; Threatened and Endangered Species Management; O&C Wildlife Management; and NM&NCA's. | | | | | | |
| Number of acres of habitat restored or enhanced that directly support the conservation of Bureau species of management concern. (BUR) | 295,799 | 250,000 | 250,000 | 218,500 | 300,000 | 382,000 |
| **Contributing Programs:** Wildlife; Fisheries ; T&E Management; O&C Wildlife Management; and NM&NCA's. | | | | | | |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| **Goal 2: Protect America's Cultural and Heritage Resources** | | | | | | |
| **Strategy 1:** *Protect and maintain the Nation's most important historic areas and structures, archeological sites, and museum collections.* | | | | | | |
| Percent of archaeological sites on DOI inventory in good condition (SP) | 84%<br>60,521<br>71,644 | 86%<br>69,362/<br>80,653 | 85%<br>64,562/<br>75,918 | 85%<br>68,588/<br>80,685 | 85%<br>70,000/<br>82,350 | 85%<br>70,000/<br>83,000 |
| Percent of historic structures on DOI inventory in good condition (SP) | 48%<br>193/ 400 | 48%<br>197/410 | 52%<br>217/421 | 51%<br>221/431 | 51%<br>225/435 | 53%<br>230/435 |
| Percent of collections on DOI inventory in good condition. (SP) | 83%<br>118 / 142 | 83%<br>120/144 | 86%<br>123/ 143 | 84%<br>132/158 | 85%<br>135/159 | 87%<br>139/160 |
| Percent of paleontological localities in BLM inventory in good condition. (BUR) | 95%<br>26,643/<br>27,230 | 99%<br>26,376/<br>26,621 | 98%<br>19,259/<br>19,609 | 36%<br>6,191/<br>17,129 | 44%<br>8,360/<br>19,000 | 45%<br>9,000/<br>20,000 |
| **Comments:** BLM instituted a revised internal reporting format in 2014 to collect current data on paleontological localities, focusing on assessments conducted within the last five years as more accurate assessments of condition. | | | | | | |
| Number of units of National Scenic and Historic Trail inventory completed to standards. (BUR) | 384 | 222 | 106 | 91 | 50 | 50 |
| Number of units of National Scenic and Historic Trail monitoring completed to standards. (BUR) | 1,320 | 2,542 | 718 | 189 | 150 | 150 |
| Percent of designated Wild and Scenic River miles achieving goals, objectives, and desired conditions in maintaining, protecting, and/or enhancing river-related values. (BUR) | 94 %<br>2,512/2,681 | 88%<br>2,371/2,681 | 61%<br>1,505 / 2,450 | 62%<br>1,526/ 2,450 | 62%<br>1,526/ 2,450 | 62%<br>1,526/ 2,450 |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| Percent of Wilderness Areas under BLM Management with Completed Basline Wilderness Character Monitoring. (BUR) | New Measure in 2015 | New Measure in 2015 | New Measure in 2015 | New Measure in 2015 | Establish Baseline | Baseline established |
| Percent of designated Monuments and NCAs inventoried for the resources, objects, and values for which they were designated, (BUR) | New Measure in 2014 | New Measure in 2014 | New Measure in 2014 | 46% 4,461,021/ 9,697,871 | 50% 4,848,936/ 9,697,871 | 55% 5,333,829/ 9,697,871 |
| **Goal 3: Provide Recreation and Visitor Experience** | | | | | | |
| **Strategy 1:** *Enhance the enjoyment and appreciation of our natural and cultural heritage by creating opportunities for play, enlightenment, and inspiration.* | | | | | | |
| Percent of visitors satisfied with the quality of their experience. (SP) | 95% 95/ 100 | 94% 94/100 | 96% 96/100 | 96% 96/100 | 96% 96/100 | 96% 96/100 |
| Percent satisfaction among visitors served by facilitated programs. (SP) | 90% 90/ 100 | 97% 97/100 | 94% 94/100 | 95% 95/100 | 94% 94/100 | 94% 94/100 |
| Percent of customers satisfied with the value for fee paid. (BUR) | 88% | 70% | 83% 83/100 | 75% 75/100 | 74% 74/100 | 74% 74/100 |
| Percent of recreation fee program receipts spent on fee collection. (BUR) | 3% | 3% | 3% | 3% | 3% | 3% |
| **Mission Area 3: Powering Our Future and Responsible Use of the Nation's Resources** | | | | | | |
| **Goal 1: Secure America's Energy Resources** | | | | | | |
| **Strategy 1:** *Ensure environmental compliance and the safety of energy development.* | | | | | | |
| Percent of oil and gas acres reclaimed to appropriate final land condition. (SP) | 23% 2,327/ 10,062 | 23% 1,949/ 8,651 | 24% 1,661/ 6,992 | 24% 2,122/ 8,822 | 27% 2,400/ 8,900 | 27% 2,400/ 8,900 |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| Percent of producing fluid mineral cases that have a completed inspection during the year. (SP) | 36%<br>9,869/<br>27,419 | 33%<br>10,297/<br>27,419 | 37%<br>10,204/<br>27,719 | 27%<br>7,915/<br>29,321 | 28%<br>8,100/<br>29,200 | 31%<br>9,000/<br>29,200 |
| Percent of required coal inspection and enforcement reviews completed. (BUR) | 93%<br>2,513/<br>2,700 | 101%<br>2,731/<br>2,700 | 95%<br>2,467/<br>2,600 | 91%<br>2,353/<br>2,600 | 100%<br>2,650/<br>2,650 | 100%<br>2,650/<br>2,650 |
| Percent of Federal oil and gas lease assignments processed. (BUR) | 90%<br>27,548/<br>30,611 | 90%<br>12,706/<br>14,087 | 80%<br>12,140/<br>15,361 | 87%<br>12,194/<br>14,000 | 82%<br>11,500/<br>14,000 | 82%<br>11,500/<br>14,000 |
| **Strategy 2:** *Develop Renewable Energy Potential* | | | | | | |
| Number of megawatts of approved capacity authorized on public land and the Outer Continental Shelf (OCS) for renewable energy development while ensuring full environmental review. (SP) | 8,005 | 9,844 | 15,767 | 16,534 | 18,000 | 18,500 |
| **Strategy 3:** *Manage Conventional Energy Development* | | | | | | |
| Percent of coal lease applications processed. (SP) | 7%<br>3/42 | 18%<br>8/45 | 15%<br>6/40 | 10%<br>4/41 | 10%<br>4/42 | 10%<br>4/42 |
| Percent of pending fluid mineral Applications for Permit to Drill (APDs) which are processed. (SP) | 56%<br>5,200/<br>9,308 | 61%<br>5,861/<br>9,549 | 60%<br>4,892/<br>8,180 | 56%<br>4,924/<br>8,862 | 57%<br>4,550/<br>8,046 | 57%<br>4,550/<br>8,046 |
| Number of coal post-leasing actions approved for energy minerals. (BUR) | 345 | 375 | 325 | 263 | 335 | 335 |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| Percent of pending cases of right-of-way grant applications. (BUR) | 92% 1,872/ 2,041 | 47% 1,380/ 2,965 | 47% 1,402/ 3,000 | 49% 1,458/ 2,989 | 49% 1,518/ 3,110 | 50% 1,500/ 3,000 |
| Percent of oil and gas Reservoir Management Agreements processed. (BUR) | 90% 2,944/3,265 | 82% 3,605/4,385 | 86% 3,443/ 4,000 | 91% 4,089/4453 | 85% 3,400/4,000 | 85% 3,400/4,000 |
| **Goal 2:** Sustainably Manage Timber, Forage, and Non-Energy Minerals<br>**Strategy 1:** *Manage Timber and Forest Products Resources* | | | | | | |
| Percent of allowable sale quantity timber offered for sale consistent with applicable resource management plans. (SP) | 70% 143/ 203 | 85% 172/ 203 | 80% 162/ 203 | 77% 155/ 203 | 80% 162/ 203 | 80% 162/ 203 |
| Volume of wood products offered consistent with applicable management plans (Public Domain & O&C) (SP) | 240 | 242 | 243 | 269 | 240 | 228 |
| **Contributing Programs***:* O&C Forest Management; Forestry Management | | | | | | |
| Administrative cost per thousand board feet of timber offered for sale. (BUR) | $217 | $194 | $207 | $182 | $200 | $200 |
| Volume of wood products offered (biomass for energy) consistent with applicable management plans. (BUR) | 119,000 | 157,751 | 137,347 | 116,559 | 100,000 | 100,000 |
| **Contributing Programs**: Forestry Management; Hazardous fuels; O&C Resources Management ; and Forest Ecosystem Health . | | | | | | |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| Percent of forestry improvements (acres) completed as planned. (BUR) | 67%<br>17,301/<br>25,700 | 62%<br>15,906/<br>25,700 | 100%<br>16,050/<br>16,000 | 111%<br>17,720/<br>16,000 | 94%<br>15,000/<br>16,000 | 91%<br>14,500/<br>16,000 |
| **Strategy 2:** *Provide for Sustainable Forage and Grazing* | | | | | | |
| Percent of grazing permits and leases processed as planned consistent with applicable resource management plans. (SP) | 36%<br>1,945/<br>5,383 | 22%<br>1,491/<br>6,685 | 21%<br>1,344/<br>6,300 | 22%<br>1,374/<br>6,300 | 23%<br>1,572/<br>6,900 | 34%<br>2,295/<br>6,800 |
| **Contributing Programs:** Range Land Management; National Monuments and National Conservation Areas; O&C Range Management . | | | | | | |
| Number of grazing administration actions conducted. (BUR) | 96%<br>30,006/<br>31,102 | 108%<br>34,200/<br>31,617 | 115%<br>35,298/ 30,752 | 120%<br>33,738/<br>28,000 | 100%<br>31,994/<br>31,994 | 100%<br>32,016/<br>32,016 |
| **Contributing Programs:** Range Land Management; National Monuments and National Conservation Areas; O&C Range Management . | | | | | | |
| **Strategy 3:** *Manage Non-Energy Mineral Development* | | | | | | |
| Percent of non-energy mineral exploration and development requests processed. (SP) | 5%<br>27/572 | 11%<br>73/ 645 | 25%<br>114/475 | 22%<br>105/475 | 13%<br>60/475 | 13%<br>60/475 |
| Number of mined acres reclaimed to appropriate land condition and water quality standards. (SP) | 1,317 | 1,408 | 2,279 | 1,554 | 1,300 | 1,300 |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| Percent of Mineral Material permits and contracts processed for non-energy minerals. (BUR) | 52% 1,225/ 2,340 | 37% 740/ 2,000 | 21% 503/ 2,028 | 47% 513/1,082 | 37% 710/ 1,900 | 37% 710/ 1,900 |
| Percent of Reclamation Bond Adequacy. (BUR) | 105% 2,027,497,506/1,937,402,788 | 98% $2,363,046,865/ $2,404,511,715 | 99% 2,543,000,000/ 2,563,000,000 | 96% 2,590,000,000/ 2,697,000,000 | 98% 1,960,000,000/ 2,000,000,000 | 98% 1,960,000,000/ 2,000,000,000 |
| Average time for processing Plans of Operation for locatable minerals. (BUR) | 22 mo | 14 mo | 14 mo | 17 mo | 14 mo | 15 mo |
| Percent of Notices and Plans of Operations inspected. (BUR) | 56% 1,734/3,092 | 44% 1,338/3,039 | 47% 1,393/ 2,954 | 48% 1,293/ 2,674 | 50% 1,525/ 3,050 | 50% 1,525/ 3,050 |
| Percent of Mineral Material trespass actions resolved for non-energy minerals. (BUR) | 31% 40/ 127 | 23% 42/ 180 | 13% 15/ 117 | 27% 12/ 44 | 33% 47/ 135 | 25% 45/180 |
| Number of mining notices processed. (BUR) | 603 | 525 | 516 | 521 | 500 | 480 |
| Percent of time the Crude Helium Enrichment Unit (CHEU) was operating during the fiscal year. (BUR) | 95% 345/365 | 105% 357/340 | 105% 356/ 340 | 102% 347/ 340 | 100% 340/ 340 | 100% 340/ 340 |
| Number of Mineral Material inspections and production verifications. (BUR) | 3,319 | 3,076 | 2,969 | 3,106 | 3,100 | 3,100 |
| Number of Non-energy Solid Mineral inspections and production verifications. (BUR) | 1,391 | 1,817 | 1,757 | 1,684 | 1,700 | 1,700 |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| **Mission Area 6: Building a Landscape Level Understanding of Our Resources** | | | | | | |
| **Goal 1: Provide Shared Landscape-Level Management and Planning Tools** | | | | | | |
| **Strategy 1:** *Ensure the use of landscape level capabilities and mitigation actions* | | | | | | |
| Number of landscape-scale mitigation actions taken that directly expand the conservation of natural resources. (SP) | New in 2014 | New in 2014 | New in 2014 | 2 | 14 | 9 |
| **Management Initiatives : Building a 21st Century Department of the Interior** | | | | | | |
| **Goal 4:** Improving Acquisition & Real Property Management | | | | | | |
| Percent of buildings maintained in adequate condition, determined by Facilities Condition Index (FCI) < 0.15. (BUR) | 90% 4,480/ 4,949 | 92% 4,546/4,971 | 90% 3,978/ 4,323 | 92% 3,976/4327 | 92% 3,956/4,319 | 92% 3,975/4,314 |
| Percent of sites maintained in adequate condition, determined by Facilities Condition Index (FCI) < 0.15. (BUR) | 89% 3,064/3,431 | 89% 3,079/3,464 | 88% 3,128/3,490 | 89% 3,120/3,499 | 89% 3,110/3,493 | 89% 3,114/3,497 |
| Number of lane miles of roads maintained in adequate condition. (BUR) | 32,059 | 34,376 | 33,765 | 33,625 | 34,000 | 34,700 |
| Number of Deferred Maintenance and Construction projects completed. (BUR) | 116 | 311 | 70 | 220 | 220 | 220 |
| Increase the percentage of BLM organizational units rated in good safety, health, and environmental condition (CASHE). (BUR) | 93% 111/ 120 | 96% 115/ 120 | 95% 114/ 120 | 94% 113/ 120 | 95% 114/ 120 | 95% 114/ 120 |

**Target Codes:** SP = Strategic Plan measure, BUR = Bureau specific measure
**Type Codes:** C = Cumulative measure, A = Annual measure

| Supporting Performance Measures | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Enacted | 2016 President's Budget |
|---|---|---|---|---|---|---|
| Percent of survey projects of Federal and Indian Trust lands that are funded. (BUR) | 22% 338/1,570 | 20% 317/1,570 | 14% 258/1,862 | 16% 248/1,570 | 8.5% 135/1,575 | 8% 116/1,575 |
| Percent of cadastral surveys approved within 18 months of the funding date. (BUR) | 78% 320/409 | 82% 335/409 | 69% 388/559 | 59% 241/409 | 52% 214/410 | 52% 214/410 |
| Percent of land entitlements patented to the State and Alaskan Native Corporations as required by statute. (BUR) | 59% 88,341,737/ 150,149,836 | 63% 94,244,957/ 150,149,836 | 65% 97,000,457 150,149,836 | 65% 97,544,793/ 150,149,836 | 66% 98,944,793/ 150,149,836 | 67% 100,344,793/ 150,149,836 |
| Number of acres conveyed out of public ownership through sale or exchange. (BUR) | 36,910 | 20,491 | 114,924 | 58,363 | 38,899 | 40,000 |
| Number of acres acquired to consolidate ownership and improve management. (BUR) | 4% 454 /11,849 | 1% 111/ 11,849 | 62% 7,371/ 11,849 | 144% 17,054/11,849 | 50% 12,359/ 24,696 | 50% 12,000/ 24,000 |
| Number of land exchange cases completed to consolidate ownership, improve management, and acquire important resources. (Bureau Measure) | New Measure in 2014 | New Measure in 2014 | New Measure in 2014 | 12 | 4 | 4 |

# Crosscutting Programs

# Crosscutting Programs

The BLM has a number of programs that are funded through multiple sources. The National Conservation Lands is one such example; its components are described below. In addition, the BLM has partnership, education, and volunteer programs that are supported by a number of funding sources. Service First and BLM's partnership program provide tools to BLM managers to more efficiently and effectively use funding and to provide results on the ground.

## The National Conservation Lands

The BLM is unique in its mission of managing the public lands for multiple use and sustained yield of resources, including conservation. More than 30 million acres of BLM land is recognized for outstanding conservation values and designated for special management by Acts of Congress or Presidential Proclamations.

The BLM manages these special areas to maintain and enhance their conservation values with the goal to conserve, protect, and restore these important landscapes and their outstanding cultural, ecological, and scientific values. These areas range from broad Alaskan tundra to red-rock deserts and from deep river canyons to rugged ocean coastlines and include some of America's finest natural and cultural treasures.

The National Conservation Lands include the following unit designations. Each of these unit designations and information about each unit type can be found in the following sections.

- National Monuments and National Conservation Areas;
- Wilderness/Wilderness Study Areas;
- National Wild and Scenic Rivers; and
- National Scenic and Historic Trails.

**Natural and Cultural Benefits -** The diverse ecosystems designated in the National Conservation Lands protect a myriad of endangered species and habitats, and the diverse ecosystems help ensure that the Nation's extraordinary biodiversity will be sustained for present and future generations to enjoy. As landscape pressures associated with drought, climate change and the effects of landscape stressors on species habitat and migration corridors continue to be of concern, units of the National Conservation Lands offer opportunities for scientists to conduct important research and data collection. Additionally, the National Conservation Lands contain over 30 percent of all special-status animal species found on BLM lands.

Also preserved within the National Conservation Lands are priceless artifacts from our Nation's history, including explorer William Clark's 1806 signature on a sandstone bluff in Montana. This signature is the only on-site physical evidence of the Lewis and Clark expedition. Dinosaurs and other prehistoric species left myriad evidence of their passing through the National Conservation Lands and many of their fossils are now displayed in visitor centers and cooperating museums.

**Recreation Benefits -** As wide-open spaces and opportunities for natural exploration continue to dwindle, the National Conservation Lands conserve over 30 million acres of rugged landscapes for the public to explore and enjoy and hosts more than one-fourth of all recreation on BLM lands. These diverse lands provide opportunities for recreationists of all kinds, from white-water rafters and rock climbers to hunters and fishermen, hikers and skiers to boaters and off-highway vehicle riders. The BLM manages units that include over 2,700 recreation sites and 22 visitor centers, and serves approximately 14 million visitors annually. Because of the high rate of visitation, the communities surrounding the National Conservation Lands reap significant economic benefits through tourism services. In southeast Nevada, Red Rock Canyon National Conservation Area alone serves over one million visitors each year. These visitors generate more than $1.7 million in recreation fees that are reinvested in the unit and directly contribute to the regional tourist economy, benefitting local communities and businesses located there.

The BLM, in cooperation with local communities, supports the creation of recreation and visitor facilities in nearby gateway communities rather than building extensive facilities within the units. In New Mexico, the BLM worked with the Las Cruces Museum of Nature and Science to establish exhibits on the Prehistoric Trackways National Monument. The new visitor center will provide educational opportunities about BLM-managed resources at the nearby Prehistoric Trackways National Monument. These facilities also draw additional tourism that supports the local economy and creates economic diversity.

These lands are critical to the implementation of important Administration initiatives, including America's Great Outdoors and Let's Move Outside, and the Department of the Interior's Youth in the Great Outdoors Initiative. For example, the National Conservation Lands connect youth, veterans, and families to the outdoors through a number of programs and recreational opportunities including internship opportunities for students, employment and training opportunities for veterans, and volunteer opportunities on designated units of the National Conservation Lands. The incredible beauty and sense of adventure provided by these lands entice both individuals and families to be a part of these public lands.

In addition to the revenue generated by tourism, the National Conservation Lands also provide revenue from energy development, ranching, mineral extraction, and art. These lands must be conserved for the future and the BLM promotes the sustainable use of these lands as supported through the proclamation or designating legislation.

The following table displays the amounts of funding allocated to the National Conservation Lands. These amounts represent recurring base funding only.

| National Conservation Lands | | | | |
|---|---|---|---|---|
| | 2014 Actual | 2015 Enacted | 2016 Request | Program Change from 2015 |
| ***Management of Land & Resources:*** | | | | |
| NMs & NCAs | 31,819 | 31,819 | 48,470 | +11,181 |
| Wilderness Management | 18,264 | 18,264 | 18,559 | - |
| ***Oregon & California Grant Lands:*** | | | | |
| NMs & NCAs | 748 | 753 | 767 | - |
| ***Crosscutting Programs:*** | | | | |
| National Wild & Scenic River Program | *6,971* | *6,925* | *6,925* | *+0* |
| National Scenic & Historic Trail Program | *6,358* | *6,358* | *6,358* | *+0* |
| **Total, National Conservation Lands** | **64,160** | **64,119** | **81,079** | **+11,181** |

*The total change for NMs & NCAs is +$16,651 which also includes internal transfers of +$5,009 and fixed cost of +461. See the National Conservation Lands activity chapter for details on this transfer.

## Units of the National Landscape Conservation System

The following table displays the individual units, by designation type, included in BLM's National Landscape Conservation System. The NLCS includes National Monuments, National Conservation Areas and Similar Designations, Wilderness Areas, Wilderness Study Areas, National Wild and Scenic Rivers, National Historic Trails, National Scenic Trails, and Other Congressional Designations.

| 20 National Monuments | | |
|---|---|---|
| **Arizona** | Agua Fria | 70,900 acres |
| | Grand Canyon-Parashant | 808,747 acres |
| | Ironwood Forest | 128,734 acres |
| | Sonoran Desert | 486,600 acres |
| | Vermilion Cliffs | 279,568 acres |
| **California** | California Coastal | 3937 acres along 840 miles of coastline |
| | Carrizo Plain | 208,698 acres |
| | Fort Ord National Monument | 7,205 acres |
| | Santa Rosa-San Jacinto Mountains | 94,055 acres |
| **Colorado** | Canyons of the Ancients | 174,240 acres |
| **Idaho** | Craters of the Moon | 274,693 acres |
| **Montana** | Pompeys Pillar | 51 acres |
| | Upper Missouri River Breaks | 374,976 acres |
| **New Mexico** | Kasha-Katuwe Tent Rocks | 4,124 acres |
| | Prehistoric Trackways | 5,255 acres |
| | Organ Mountains-Desert Peaks | 496,330 acres |
| | Rio Grande del Norte | 242,555 acres |
| **Oregon** | Cascade-Siskiyou | 62,814 acres |
| | San Juan Islands | 970 acres |
| | | |
| **Utah** | Grand Staircase-Escalante | 1,866,134 acres |

| 21 National Conservation Areas and Similar Designations | | |
|---|---|---|
| **Alaska** | Steese NCA | 1,208,624 acres |
| **Arizona** | Gila Box Riparian NCA | 21,767 acres |
| | Las Cienegas NCA | 41,972 acres |
| | San Pedro Riparian NCA | 55,495 acres |
| **California** | King Range NCA | 56,167 acres |
| | Headwaters Forest Reserve | 7,542 acres |
| | Piedras Blancas Historic Light Station Outstanding National Area (ONA) | 18 acres |
| **Colorado** | McInnis Canyon NCA | 123,430 acres |
| | Gunnison Gorge NCA | 62,844 acres |
| | Dominguez-Escalante NCA | 210,172 acres |
| **Florida** | Jupiter Inlet Lighthouse ONA | 63 acres |
| **Idaho** | Morley Nelson Snake River Birds of Prey NCA | 482,100 acres |
| **Nevada** | Black Rock Desert High Rock Canyon Emigrant Trails NCA | 799,165 acres |
| | Red Rock Canyon NCA | 198,065 acres |
| | Sloan Canyon NCA | 48,438 acres |
| **New Mexico** | Fort Stanton-Snowy River Cave NCA | 24,977 |
| | El Malpais NCA | 230,000 acres |
| **Oregon** | Steens Mountain Cooperative Management and Protection Area | 428,446 acres |
| | Yaquina Head ONA | 95 acres |
| **Utah** | Red Cliffs NCA | 44,825 acres |
| | Beaver Dam Wash NCA | 63,478 acres |

**221 Wilderness Areas** **8,736,691 acres**

**545 Wilderness Study Areas** **12,835,035 acres**

**69 National Wild and Scenic Rivers** **2,416 miles**

1,164,894 acres (20% of the national system)

| 11 National Historic Trails<br>5,343 miles | |
|---|---|
| California | 1,493 miles |
| El Camino Real de Tierra Adentro | 60 miles |
| Iditarod | 418 miles |
| Lewis and Clark | 369 miles |
| Mormon Pioneer | 498 miles |
| Nez Perce | 70 miles |
| Oregon | 848 miles |
| Pony Express | 596 miles |
| San Juan Bautista De Anza | 103 miles |
| Old Spanish | 887 miles |
| Washington Rochambeau Revolutionary Route | 1 mile |

| 5 National Scenic Trails<br>667 miles | |
|---|---|
| Arizona | 31 miles |
| Continental Divide | 389 miles |
| Pacific Crest | 233 miles |
| Pacific Northwest | 12 miles |
| Potomac Heritage | 2 miles |

| Other Congressional Designations | |
|---|---|
| California Desert* | 10,671,080 acres |

*The lands of the California Desert are congressionally designated, but are not a part of the National Landscape Conservation System.

## National Wild and Scenic Rivers System

The National Wild and Scenic Rivers System (WSR) was created by Congress in 1968 to preserve rivers with outstanding natural, cultural, and recreational values in a free-flowing condition for the enjoyment of present and future generations. The Act is notable for safeguarding the special character of these rivers, while also recognizing the potential for their appropriate use and development. It encourages river management that crosses political boundaries and promotes public participation in developing goals for river protection. Through the America's Great Outdoors (AGO) initiative, the President emphasized the value of rivers and waterways to our Nation's history, economy, and way of life. Rivers connect people and communities to America's great outdoors and are vital migration corridors for fish and wildlife. In the 21st century, healthy rivers will enhance the resilience of human and natural communities. Millions of people visit WSRs annually either on their own or through hundreds of permitted commercial outfitters. This use provides significant economic impact to local communities and helps them to sustain the natural heritage of their wild and scenic rivers.

The BLM WSR program is part of the National Conservation Lands and engages local communities to help them foster a sense of shared stewardship and pride in their local WSRs.

The BLM has the responsibility to protect and enhance river values (free flowing condition, water quality, and outstandingly remarkable values) on 69 designated rivers in seven States covering over 2,400 miles and 1,165,000 acres (about 20 percent of the WSR ) and on hundreds of eligible and suitable rivers across the western States. The BLM WSR Program focuses on the protection and enhancement of river values with the following activities:

- Evaluate free flowing rivers to determine if they are eligible for inclusion within the WSR and assign a tentative classification (wild, scenic or recreational) for rivers determined eligible;
- Submit recommendations resulting from studies on potential WSRs;
- Manage eligible, suitable and designated WSRs to protect and enhance their free flowing condition, water quality and outstandingly remarkable values;
- Develop and implement statutorily required comprehensive river management plans that reflect the requirements of the WSR Act and national policies and guidance;
- Monitor designated WSR and eligible and suitable river segments to minimize noxious weed infestations, trespass activities, and the impacts from commercial and non-commercial recreation activities;

- Provide visitor services and public information and interpretation through publications, wayside exhibits, appropriate instructional signage, and river-related visitor centers;
- Restore riparian habitats to healthy and functioning condition by removing or modifying activities creating unacceptable impacts along rivers;
- Protect or enhance water quality on WSRs by requiring and implementing best management practices for new land use authorizations and activities, changing current management practices where appropriate, and restoring degraded watershed function;
- Make determinations regarding the impacts of proposed water resources projects on designated WSRs, congressionally authorized study rivers, and on rivers identified for study by the BLM; and
- Maintain relationships with tribal governments, other Federal agencies, State and local governments, friends' groups and other non-profit organizations, and the general public concerned with comprehensive river-related plans, studies, and/or management.

The BLM's revised Wild and Scenic Rivers Manual provides policy and program direction for identification, evaluation, planning, and management of designated rivers, congressionally authorized study rivers, and BLM-identified eligible and suitable rivers. The BLM will continue to implement this updated policy and program guidance by providing training courses that enable staff and managers to work collaboratively with partners and communities to protect river values and manage river uses. The BLM will coordinate with other programs, agencies and organizations to strengthen and improve monitoring strategies and best management practices; using partnerships, science and outreach to help monitor and manage river values.

The WSR program works to implement the AGO initiative through collaborative landscape and watershed protection and restoration work, improved recreation access and opportunities, and community partnerships that enhance quality of life outcomes for residents and visitors. The WSR program also supports the Department of the Interior's Youth in the Great Outdoors initiative. The BLM will focus on protecting and restoring rivers for people and wildlife; enhancing river recreation which supports jobs in tourism and outdoor recreation; working with communities to take action to secure economic, social and ecological benefits of having a healthy river; and working collaboratively with local, State, tribal and other Federal agencies on river protection, restoration, and recreation access.

The WSR program is funded by multiple subactivities at $6.9 million within the MLR and O&C appropriations (see table below). Fees collected at specific recreation sites and for Special Recreation Permits are returned to those locations to support management of WSRs. The BLM also leverages base funding by matching volunteer labor and contributions; cooperating with the National Park Service (NPS), the U.S. Forest Service (USFS) and State agencies where river areas are co-managed. Donations of labor and contributed funds from river and other partnership organizations increase BLM's capability and improve outcomes. The BLM plans to align funding and performance to increase program efficiencies and transparency.

| National Wild & Scenic River Program | | | | |
|---|---|---|---|---|
| | 2014 Actual | 2015 Enacted | 2016 Request | Change from 2015 |
| Soil, Water & Air Management | 181 | 181 | 181 | +0 |
| Rangeland Management | 457 | 457 | 457 | +0 |
| Public Domain Forest Mgmt | 118 | 118 | 118 | +0 |
| Riparian Management | 419 | 419 | 419 | +0 |
| Cultural Resources Mgmt | 320 | 320 | 320 | +0 |
| Wild Horse & Burro Mgmt | 9 | 9 | 9 | +0 |
| Wildlife Management | 214 | 214 | 214 | +0 |
| Fisheries Management | 352 | 352 | 352 | +0 |
| Threatened & Endangered Species | 213 | 213 | 213 | +0 |
| Recreation Resources Management | 2,924 | 2,924 | 2,924 | +0 |
| Oil & Gas Management | 31 | 31 | 31 | +0 |
| Alaska Conveyance | 113 | 113 | 113 | +0 |
| Cadastral, Lands & Realty Mgmt | 50 | 50 | 50 | +0 |
| Land & Realty Management | 46 | - | - | +0 |
| Hazardous Materials Management | 121 | 121 | 121 | +0 |
| Annual Maint. & Ops | 1,220 | 1,220 | 1,220 | +0 |
| Administrative Support | 59 | 59 | 59 | +0 |
| Other Forest Resource Mgmt | 124 | 124 | 124 | +0 |
| **National Wild & Scenic Rivers** | **6,971** | **6,925** | **6,925** | **+0** |

## National Scenic and Historic Trails Program

Congressionally designated National Scenic and Historic Trails (National Trails) are corridors of cultural heritage, resource conservation, and outstanding recreation opportunities. National Trails span thousands of miles in nearly all 50 States, crossing Federal, State, tribal, local government, and private lands. The National Trails System was established under the National Trails System Act of 1968. Program responsibilities include managing eighteen National Trails (five scenic and 13 historic) on the ground, crossing nearly 6,000 miles of BLM public lands in 14 States. The BLM serves as interagency Trail Administrator, or trail-wide lead, for the Iditarod, Old Spanish, and El Camino Real de Tierra Adentro National Historic Trails. The BLM coordinates closely with the NPS and the USFS Trail Administrators and other National Trail managing agencies to promote a seamless system of public trails. The Bureau also supports five National Trail-related visitor centers which tell the stories of the trails, fostering public enjoyment, appreciation, volunteerism, and learning, while inspiring people to get outside to experience these National Trail treasures.

The BLM safeguards the nature and purposes of National Trails, and protects the recreational, scenic, historic, natural, and cultural qualities of the areas through which the trails pass. The BLM strives to model the America's Great Outdoors initiative along these trails in its work with volunteers, nonprofit trail groups, long-term partners, and willing landowners and supports the Secretary's Youth Initiative by providing opportunities for recreation, education, and

volunteerism. National Trail work is guided by the 15-year National Conservation Lands Strategy and the 10-year National Trails Strategy.

National Scenic Trails provide outdoor recreation opportunities, public enjoyment, and promote conservation. They are planned, constructed, and maintained by the BLM and volunteers to provide visitors with long-distance hiking, backpacking, day hiking, and horseback riding opportunities, and to support related recreational activities such as camping, fishing, hunting, wildlife observation, nature study, and photography. National Scenic Trails provide public access to some of the Nation's most spectacular vistas, guide visitors through canyons, along arid deserts, across windswept tundra, and to the summit of snowcapped peaks.

National Historic Trails tell the iconic stories of America, including exploration, western expansion and settlement, economic development, cultural divides, and the pursuit of religious freedom. These pathways of history and the associated settings are identified, protected, restored, stabilized, and interpreted by the BLM and volunteers for future generations. Physical remnant and artifact discoveries include wagon ruts, swales, wagon train encampments, structures, signature rocks, pioneer grave sites, and skirmish sites, and artifacts such as period coins, weapons, household items, and tools. Public land visitors can experience National Historic Trails and the stories of the trails at visitor centers, wayside exhibits, historic sites, recreational trails, auto tour routes, and along intact trail segments. The BLM manages more miles of National Historic Trails than any other Federal agency.

Capacity-building and leveraging limited funding is critical to program success. The BLM recognizes its charge under the National Trails System Act of 1968 in encouraging and assisting nonprofit organizations, and provides limited support for training, education, workshops, conferences, publications, and youth apprenticeships. National Trails stewardship work is effected through cooperative agreements to acknowledge, support, and leverage resources. As part of this effort, approximately twenty major nonprofit trail organizations, such as the Nez Perce Trails Foundation, Oregon-California Trails Association, National Pony Express Association, and the Pacific Crest Trail Association, contribute thousands of hours working with the BLM in National Trail planning, development, operations, maintenance, and acquisition. National Trail organizations estimate that volunteer organizations contribute more than $35.0 million in annual program value through volunteer hours and fiscal contributions.

BLM National Trail inventory and monitoring work is readily identifiable and systematic within budget and performance systems. This work is critical for the establishment of National Trail management corridors through land use planning, and in proposed project review for priority renewable and nonrenewable energy development and transmission projects.

The BLM National Trails Program is funded by multiple subactivities within the MLR appropriation (see table below). The budget proposes $6.4 million in 2016, the same as the 2015 enacted level. Fees collected at National Trail Visitor Centers and specific recreation sites are returned to those locations. The BLM also leverages base funding by matching volunteer labor and contributions; applying for grants or other Federal or State funding; and through cooperative agreements at the local, State, and national level. The BLM plans to align funding and performance to increase program efficiencies and improve the transparency for how resources are allocated throughout the National Trails System.

| National Scenic & Historic Trail Program | | | | |
|---|---|---|---|---|
| | 2014 Actual | 2015 Enacted | 2016 Request | Change from 2015 |
| Soil, Water & Air Management | 112 | 112 | 112 | +0 |
| Rangeland Management | 68 | 68 | 68 | +0 |
| Riparian Management | 20 | 20 | 20 | +0 |
| Cultural Resources Mgmt. | 557 | 557 | 557 | +0 |
| Wildlife Management | 93 | 93 | 93 | +0 |
| Threatened & Endangered Species | 99 | 99 | 99 | +0 |
| Recreation Resources Management | 4,397 | 4,397 | 4,397 | +0 |
| Annual Maint. & Ops | 1,012 | 1,012 | 1,012 | 0 |
| **National Scenic & Historic Trails** | **6,358** | **6,358** | **6,358** | **0** |

## Service First

Service First is a partnership authority (P.L. 106-291, as amended by P.L. 109-54, P.L. 112-74, and further amended by P.L 113-76) between the agencies and offices of the Department of the Interior and the agencies and offices of the Department of Agriculture. Service First authority was made permanent in the Consolidated Appropriations Act, 2012 (P.L. 112-74) and further expanded to include all agencies and offices in both the Department of the Interior and Department of Agriculture in the Consolidated Appropriations Act, 2014 (P.L. 113-76).

The BLM continues to strengthen partnerships among the NPS, the U.S. Fish and Wildlife Service (FWS), and the USFS to attain the three Service First goals of improving natural and cultural resource stewardship, enhancing customer service, and increasing operational efficiency. The four agencies provide national leadership, direction, and counsel on implementing the authorities and promoting the principles of Service First through the Service First Leadership Team (SFLT). The SFLT's goals include enhancing each agency's ability to meet its mission; increasing collective capacity to manage Federal resources on a landscape basis; overcoming institutional barriers that hinder interagency programs and initiatives; and improving constituent and customer service and resource management through streamlined processes, increased efficiencies, and use of emerging technologies.

Discussions are already underway with the legal community in both Departments about implementing the expanded authority in the new agencies. Further, both Departments and other agencies are exploring how and where to use the newly expanded authority in existing and new partnerships.

In 2016, Service First will continue to focus on opportunities for co-location of agency facilities where feasible and appropriate. Co-location better facilitates inter-agency communication and results in integration of natural resource management across the landscape. It is one method for increasing coordination across resource programs that include conserving water, hazardous fuels reduction, landscape-scale species conservation, sustaining rural communities, nurturing youth through education and connections to the outdoors, and recreation management including off-highway vehicle use and trail management.

Service First will also continue to make advances in creating an integrated information technology system where employees will be able to access other agencies' data and systems while maintaining appropriate security levels. Joint access to the more complex databases including geographic information systems, invasive weed inventories, and other natural resource data will result in more seamless customer service and improve operational efficiency for shared employees and co-located offices.

Finally, the agencies plan to build a strong interagency network with focused tools and regular outreach and information exchange such as best practices on Service First opportunities, challenges and successes.

**Efficient Government through Service First**

The BLM San Luis Valley Field Office is a Service First, dual-delegated unit. All line officers have both USFS and BLM management authorities and responsibilities. All units are comprised of blended staff. One unit also has a FWS Ecological Services staff member that provides technical assistance and, on some projects, is an interdisciplinary team member. The BLM and the USFS share personnel and resources with the San Luis Valley National Wildlife Refuge Complex and Great Sand Dunes National Park and Preserve.

By integrating staff, budget, and other resources, the BLM and the USFS are able to effectively save approximately 10 FTE compared to separate units. This savings is possible by adding to the capacity of one agency or the other to complete priority projects. Either agency can purchase expertise from the other; eliminating the need for each agency to have all expertise on staff. Flexibility is gained by the ability to move personnel to the agency and program where the need and funding is greatest.

## Engaging the Next Generation

With the launch of the 21st-Century Conservation Service Corps (21CSC), the BLM has joined with its Federal and non-Federal partners to engage young people and veterans in working to protect, restore, and enhance America's Great Outdoors. Building on youth education and engagement programs that foster personal connections with our Nation's public lands, the BLM is engaging millennials, including veterans, in work that supports the multiple-use mission of the Bureau, helping to create the next generation of conservation leaders. Young people are employed in priority projects such as trail construction and maintenance, habitat restoration, and inventorying and monitoring in support of a wide range of program needs, including archaeological resources; wilderness characteristics; soil, water, air and climate resources; and renewable energy compliance.

The BLM's National Strategy on Education, Interpretation, and Youth Engagement envisions young people involved from an early age in learning and recreation on public lands, who then go on to become active stewards and conservation leaders as adults. The BLM's strategic focus aligns well with the four pillars of the Secretary's youth platform announced early in FY 2014. The Secretary has pledged that the Department will engage the next generation by providing opportunities to play, learn, serve, and work on public lands by:

- Creating recreational opportunities for more than 10 million young people by 2017;
- Providing educational opportunities in the natural classrooms that our public lands provide to at least 10 million K-12 students annually;

- Engaging one million volunteers in support of public lands; and
- Providing 100,000 work and training opportunities over four fiscal years, 2014 through 2017, for individuals ages 15 to 35 to support the mission of the Department.

The 2016 President's budget request includes an increase of $5.0 million in support of the Secretary's goals for engaging the next generation. The funding will be used to enhance BLM's capability to accomplish high-priority projects in a broad range of resource programs and promote quality participant experiences and pathways to careers. Expanding and enhancing partnerships will be critical to success.

The BLM will continue to partner with youth corps organizations, with a special emphasis on those organizations that meet the needs of underserved youth, including those from Tribes and rural communities. In 2016, the BLM will also continue to identify science and resource priorities that can be addressed through short- or long-term projects involving the 21 CSC and other youth corps and veteran's crews, as well as volunteers, field schools, and interns. Scaling up a citizen science program involving youth and volunteers will be a key focus of efforts in 2016.

In 2016, the BLM will also focus on identifying mission-critical jobs and skills that are needed for entry-level positions in those occupations. This includes continued expansion of a resource assistant internship program based on the DOI's Direct Hire Authority and focused on mission-critical jobs. In addition, by expanding partnerships with universities and professional organizations, the Bureau will enable more young people to explore careers in Science, Technology, Engineering, and Mathematics (STEM). Opportunities to pursue field-based investigations and experiences, such as those provided to college interns and to K-12 students involved in the BLM Hands on the Land network of outdoor classrooms, can nurture and sustain student interest in pursuing STEM degrees and careers.

The BLM will also support the DOI/VISTA volunteers who have been engaged in several States to serve impoverished communities with programs that engage youth in outdoor educational experiences and STEM education, foster economic opportunities in conservation and land management, and promote healthy futures for underserved populations.

## Education

The BLM's National Strategy for Education, Interpretation, and Youth Engagement envisions an education program that enhances public environmental and heritage literacy and its understanding of land management issues. The strategy focuses on identifying priority themes, working with partners to assist in the development and delivery of programs, and identifying and using relevant national and State education standards and best practices to further improve the education programs and products that the BLM produces.

In 2016, the BLM will expand competency training for all staff, volunteers, and education partners who deliver educational programming and identify staff who should meet the established criteria. Program staff will continue to develop educational tools and resources identified in the 2014 needs assessment and will initiate a process to evaluate the effectiveness of education products, programs, and partners according to relevant standards, using results to guide improvements.

The BLM offers a range of education programs for youth and adults, including the following signature programs:

- ***Hands on the Land:*** Through the national HOL network of outdoor classrooms, the BLM's 73 HOL sites collaborate with local schools and communities to educate more than 60,000 students on the public lands each year. Launched in 2013, the HOL Teachers on the Public Lands program, which engages classroom teachers as summer interns in BLM offices, will further ensure even stronger connections with schools and standards-based classroom curriculum. Field-based educational programming at HOL sites fosters connections to nature, exposes students to issues confronting 21st-century land managers, and creates broad-based community support for the BLM to address the Department's STEM Education and Employment Pathways Strategic Plan and other Interior Department and national youth initiatives. In order to achieve the BLM's goal of 108 HOL sites by 2017, the BLM will in 2016 continue to expand the number of sites involved in the HOL program, as well as the number of Teachers on the Public Lands.

- ***Project Archaeology:*** Project Archaeology, the BLM's primary heritage education program, serves approximately 1,000 educators each year (totaling more than 12,000 since the inception of the program) through professional development for classroom teachers and informal educators, and through high-quality curricular materials. These educators reach an estimated 250,000 learners per year with high-quality cultural resource materials and programs. In addition to hosting professional development workshops for teachers, BLM field offices incorporate Project Archaeology materials into programs such as HOL and into materials and programs for local schools and the general public.

- ***Take It Outside!*** Opportunities for young people and families to get outdoors and informally learn about the public lands are offered through Take It Outside! activities and partnerships with over 300 organizations annually, including the Boy Scouts of America and Girl Scouts of the USA. Annually, Take It Outside! reaches over 70,000 youth and families through more than 200 different types of activities on BLM lands, including overnight and day camps; National Public Lands Day projects; and recreational outings such as fishing, hiking, and paleontology explorations.

- ***Stewardship:*** For over 20 years, the BLM has partnered with the Leave No Trace Center for Outdoor Ethics and Tread Lightly!, Inc., to teach BLM staff and visitors how to behave responsibly on public lands through outdoor ethics education. Outdoor ethics education, training, and materials help the public learn to take care of the lands they visit and foster a sense of stewardship for public lands. BLM visitors also learn outdoor ethics through Take It Outside! activities, educational signs, printed materials, and informal training.

- ***Public Education Opportunities:*** Field trips, classroom visits by resource professionals, and service learning opportunities not only educate but also foster conservation and stewardship ethics. Additionally, BLM lands provide a rich opportunity for collegiate-level research, professional development opportunities for teachers and continuing education for seniors.

The BLM's increased use of technology helps the agency reach a broad array of audiences to enhance public understanding, achieve management goals, foster stewardship, and build public support. BLM offices also use social media, web, and mobile technologies to provide educational programs, information, and materials to an ever-expanding virtual audience.

## Interpretation

Serving audiences with diverse backgrounds, viewpoints, and needs, BLM interpretive programs and services connect public land visitors to BLM's natural and cultural resources, enhance understanding of resource management issues, add to the quality of visitor experiences, and build public interest in conserving and protecting America's public lands.

In 2016, the Interpretation Program as outlined in the BLM Education, Interpretation and Youth Engagement National Strategy will focus on interpretive partnerships to help contribute to a skilled workforce. The program will identify local, regional, and national level partner resources that provide interpretive training for staff, interns, and volunteers. The program will develop training, tools, and how-to guidance to establish working relationships with diverse constituencies to assist BLM sites in developing and delivering interpretive programming. The program will develop and distribute resources for self-assessment and continuous improvement of interpretive programs and products, ensuring that the public receives a quality product.

***Junior Explorers:*** The BLM's Junior Explorer program was formally launched in 2013 with the goal of encouraging awareness of the BLM and public land stewardship, and informally educating children about the natural and social sciences. The BLM Junior Explorer program provides an avenue for BLM district and field offices to develop and provide engaging, high-quality educational materials and activities to elementary-age children, as well as their parents and teachers.

***Artist in Residence:*** The BLM's Artist in Residence (AIR) program began in 2011. AIR participants are encouraged to use their skills to depict the variety of cultural and natural resources on BLM lands, including historic structures, artifacts, cultural landscapes, geologic features, and plant and animal life. These artists "translate" the resources--the heart of BLM's mission--into images, objects, and performances that bring others enjoyment and a deeper understanding of the public lands.

## Volunteers

The BLM Volunteer Program engages thousands of citizens nationwide each year and provides a return of over 26:1 on agency funds invested in program management, which includes volunteer recruitment, training, and recognition, as well as staff training and fulfillment of legal requirements, such as volunteer background checks.

Volunteer contributions to the BLM are highly valued and vitally important to achieving agency goals. In 2014, volunteers contributed over 1.8 million hours to BLM lands and resources, including national monuments and national conservation areas, recreation areas and trails, wild and scenic rivers, rangelands, cultural resources, and wild horses and burros. Among the programs and projects completed were:

- **National Public Lands Day:** National Public Lands Day (NPLD) is the Nation's largest volunteer workday on behalf of the public lands and a contributor to the America's Great Outdoors, Let's Move, and Take It Outside! initiatives. In 2014 alone, the 21st celebration of this annual service day, the BLM coordinated 247 projects at 133 BLM sites hosted by 88 field offices in 16 States; and 8,500-9,000 volunteers participated in a variety of enhancement and restoration activities. Those volunteers produced public lands enhancements valued at more than $1 million, representing an annual return on investment of 5:1 or greater.

In 2016, the BLM will focus on scaling up citizen science initiatives, rolling out new national policy to guide the agency's volunteer programming, and expanding the slate of available volunteer administration training programs in order to both strengthen the skill sets of agency volunteer coordinators and staff working with volunteers and increase the capacity of long-term, highly-skilled volunteers.

## Partnerships

In 2016, the BLM will further bolster its capacity to support partnerships to continually improve the management, stewardship, and public enjoyment of the Nation's public lands. To achieve these objectives, the BLM will continue implementing its national partnerships strategy, which provides a framework to support and coordinate the use of partnerships across the BLM. Areas of focus include staffing and training, guidance and tools, practitioner networks, and data collection and reporting. The strategy and implementation plan build on the BLM's successful partnership history and will help advance and strengthen partnerships across BLM programs.

Successful and diverse partnerships across the BLM address agency and Department priorities. Some recent examples include:

- The ***Phoenix District Youth Initiative*** (Arizona) is a model youth engagement partnership that encourages urban and Native American youth involvement in natural resource careers. The partnership delivers hands-on certification, environmental education, and employment programs on public lands; natural resource course and degree offerings; and tribal internships. Youth gain valuable work experience monitoring riparian habitats, removing invasive plants, performing stewardship and conservation projects, and participating in field-based science programs. Their work fosters sustainable youth engagement in the stewardship of America's natural and cultural heritage.

- The ***Wyoming Landscape Conservation Initiative*** (Wyoming) initiative was launched by a coalition of State of Wyoming and Federal agencies as a long-term, science-based effort to assess, monitor, and enhance aquatic and terrestrial habitats on a landscape-scale in southwestern Wyoming. The partnership leverages the resources of multiple partners to build a shared vision for this 19 million-acre area, balancing open spaces, abundant wildlife, traditional agriculture, and production of energy, non-energy, and other resources. The initiative also facilitates responsible development through local collaboration and partnerships.

- The ***University of Nevada Cooperative Extension-Bootstraps Program*** (Nevada) engages, trains, and employs young, at-risk adults in priority conservation work on

central Nevada's public lands. Training is focused on developing a variety of life skills, including peer relations, problem solving, and natural resource topics such as rangeland ecology, wildlife biology, plant identification, and the concepts of multiple-use and sustainability. More than 100 Native American and other underserved youth hired under the program have applied their training to enhance habitat for greater sage grouse and other important wildlife by controlling more than 12,000 acres of encroaching pinyon-juniper.

## Landscape Approach to Managing the Public Lands

The 2016 budget request includes efforts to enhance the BLM's capacity to effectively use regional information to manage the public lands across large landscapes, and achieve conservation and development priorities in the face of compounding stressors such as prolonged drought, catastrophic wildland fire, invasive species and urban growth.

Over the last ten years, the BLM has developed a number of tools to help manage the public lands on a landscape basis. These tools include creating the capacity to systematically synthesize large amounts of geospatial information to help the BLM and its partners develop a shared understanding of regional trends and regional conservation and development opportunities; working with public land users to institutionalize the "mitigation hierarchy" to help achieve conservation and development goals; developing regional partnerships to coordinate and focus multiple funding streams to help achieve regional conservation goals; and identifying core indicators, standard methods and multi-scale sampling frameworks to monitor changes in terrestrial and aquatic condition across a region.

The BLM is incorporating these tools into a number of major initiatives including the California Desert Renewable Energy Conservation Plan (DRECP), the Greater Sage-Grouse planning initiative, implementation of the Western Solar Energy Plan, and the implementation of the plan for the National Petroleum Reserve – Alaska (NPRA).

In 2016, the BLM will build on these successes by moving forward with a landscape approach to planning and development of corporate geospatial data solutions.

The Landscape Approach:

In 2016, the BLM will move forward with the implementation of a number of major Executive and Secretarial orders including:

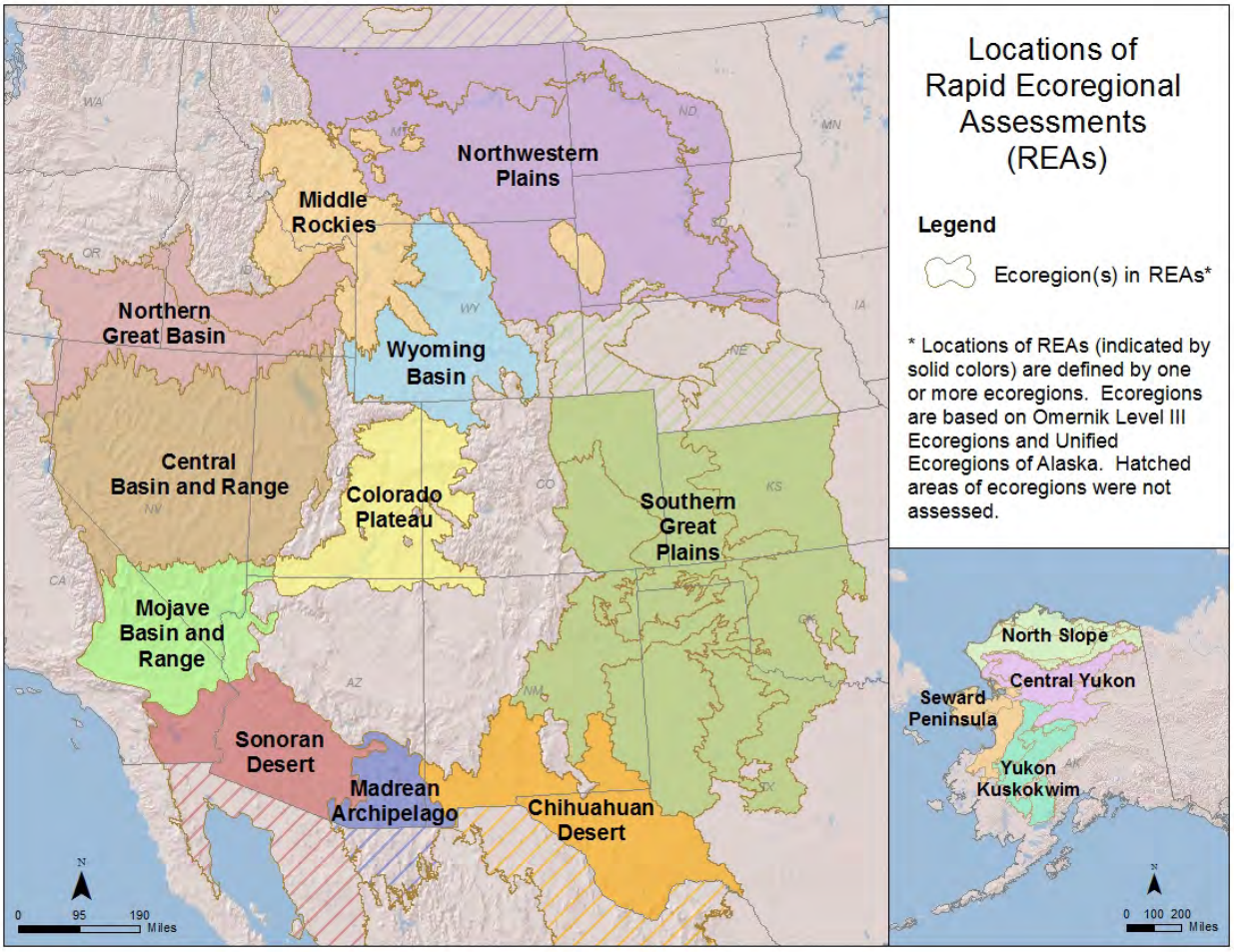
- Secretarial Order 3289: Addressing the Impacts of Climate Change (September 2009) which establishes DOI's Energy and Climate Change Task Force and Climate Change Working Group.
- Executive Order 13514: Federal Leadership in Environmental, Energy and Economic Performance (October 2009) which directs agencies to reduce GHG emissions and support the development of renewable energy.
- Executive Order 13604: Improving Performance of Federal Permitting and Review of Infrastructure Projects (March 2012) which directs agencies to significantly reduce the aggregate time required to make decisions in the permitting and review of infrastructure projects and improve environmental and community outcomes.
- The President's Climate Action Plan (June 2013) which outlines executive actions to cut carbon pollution in America; prepare the United States for the impacts of climate change, and lead international efforts to combat global climate change and prepare for its impacts.
- Executive Order 13653: Preparing the United States for the Impacts of Climate Change (November 2013) which directs Federal agencies to help improve climate preparedness and resilience through deliberate preparation, close cooperation, and coordinated planning.
- Secretarial Order No. 3330: Improving Mitigation Policies and Practices of the Department of the Interior (October 2013) which promotes a landscape-scale approach to identify and facilitate investments in key regional conservation priorities.
- The President's Priority Agenda for Enhancing the Climate Resilience of America's Natural Resources (October 2014) which identifies strategies to: foster climate-resilient lands and waters; manage and enhance US carbon sinks; enhance community preparedness and resilience by utilizing and sustaining natural resources; and modernize Federal programs, investment, and delivery of services to build resilience and enhance sequestration of biological carbon.

Working with Federal, State, tribal and non-governmental partners, the BLM will use broad ecological assessments to better understand resource conditions and trends and to identify opportunities for resource conservation and development. As shown on the diagram to the right, the landscape approach to managing the Nation's public lands consists of several interconnected actions, including regional assessments, regional conservation and development strategies, land use plans, projects and permits, monitoring for adaptive management, science integration, and geospatial services. Taken together, these components will enable the BLM and its partners to more effectively evaluate and address conservation and development needs across programmatic, organizational and administrative boundaries.

The landscape approach to public land management is a multi-year investment. The BLM anticipates that it will take several years to implement this multi-scale approach to management in each ecoregion. The first two to three years focuses on conducting REAs. In these assessments, the BLM and its partners: identify management questions; develop conceptual models; evaluate significant ecological values such as native fish, wildlife, and plants; evaluate terrestrial condition and aquatic condition; and identify four potential change agents (climate change, fire, invasive plants and animals, and urban and industrial development). In the third and fourth year, efforts to develop Regional Conservation and Development strategies are kicked-off. To provide a solid understanding of the components of REAs and the data, scientific approaches, modeling tools, and results for each ecoregion, the BLM is offering hands-on workshops and on-line content delivery, such as YouTube videos, to staff, partners, and the public that will increase our ability to utilize the vast amount of data and information in the REAs to enhance decision making. The next three to ten years are devoted to implementing planned actions, effectiveness monitoring, and data analysis and review for adaptive management.

Regional Assessments: The BLM released seven Rapid Ecoregional Assessments (REAs) in 2013-2014 and is planning to release seven additional REAs in 2015, and one in 2016. Taken together, these 15 REAs cover over 700 million acres of public and non-public lands. The REAs are peer-reviewed science products that synthesize existing information (including a significant amount of non-BLM data) about resource conditions and trends. They highlight and map areas of high ecological value; gauge potential risks from stressors including climate change; and establish landscape-scale baseline ecological data to gauge the effect and effectiveness of future management actions. The REAs provide the BLM with a large amount of information about current and projected resource condition, which the Bureau can then use along with similar information from other large-scale assessments to help identify potential development and conservation priorities; prepare land use plans and plan amendments; conduct cumulative impact analyses; develop best management practices; and authorize public land uses. The REAs and other sources for regional information, such as the Western Governors Association's Crucial Habitat Assessment Tool, are foundational to the landscape management approach.

To help address the President's priority to manage and enhance US carbon sinks, the BLM will work with the USGS and the other natural resource management agencies to develop a U.S. government approach to managing land carbon. This will include completing baseline assessments of ecosystem carbon sequestration and greenhouse gas fluxes and conducting studies to better understand how land management practices affect carbon stocks.




***Map of Rapid Ecoregional Assessments and Landscape Conservation Cooperatives***

*The BLM initiated seven REAs in 2010, two assessments in 2011, and six more in 2012. The BLM published seven completed REAs in 2013-2014 and is planning to publish seven more REAs in 2015 and one in 2016. The BLM is coordinating with other agencies and partners to keep the REAs updated and fresh.*

Additionally, the BLM will continue work with partners to understand the interaction of changes in climate with the major habitat types that sustain the ecological and economic health of our Nation. The spatial analysis will identify spatial and temporal trends of climate change that has already occurred across the western U.S. landscapes.

Regional Conservation and Development Strategies are critical bridges between ecoregional assessments and land use planning and other decision making processes. The BLM is working

with partners to inventory and compile existing assessments and cross-walk the priority areas identified in each assessment.

In 2014 and 2015, the BLM began work with a number of Landscape Conservation Cooperatives (LCCs) and other regional partnerships to develop synthesis reports covering all or significant portions of six ecoregions: the Northwestern Plains, the Central Basin and Range, the Mojave Basin and Range, the Sonoran Desert, the Madrean Archipelago, and the Chihuahuan Desert. These synthesis reports will help develop a shared understanding of the conservation and development opportunities highlighted by the REAs and other large-scale assessments; identify what the BLM and its partners are already doing to address regional challenges and opportunities; and outline additional actions that could be undertaken over the next five to ten years to help achieve regional goals. These regional strategies will significantly help the BLM implement the recent Secretarial Order on Improving Mitigation Policies and Practices. Because the REA information will be applied to many different types of management concerns, it is likely that more than one ecoregional strategy will be developed in each ecoregion. In 2016, the BLM will continue work with the LCCs as well as the Climate Science Centers and other regional partnerships, to complete ongoing regional strategies and begin others for REAs completed in 2015.

In 2015, the BLM will identify regional priority focal areas for 2016-2020 project funding. This will set the stage for better alignment of restoration investments. The identification of these focal areas also will strengthen the BLM's landscape approach to stewardship activities and will directly benefit project level implementation.

Land Use Plans: While these regional strategies are being developed, BLM field offices will incorporate assessment information into ongoing planning and other resource management activities. For example, data from completed REAs is being used to inform the multi-State Greater Sage-Grouse planning initiative, to develop a regional mitigation plan for the Dry Lake Solar Energy Zone in Nevada, and to identify where National Conservation Lands units are important for resource protection and conservation within a broader landscape context. The BLM Division of Decision Support, Planning, and NEPA has provided guidance on the use of REAs and other large-scale assessments for planning purposes, and is developing an efficient and adaptive approach to landscape level land use planning in which plans are more responsive to changing ecological systems over political and jurisdictional boundaries. This effort, referred to as Planning 2.0, facilitates the ability to effectively conduct land use planning across landscapes. Planning 2.0 will focus the planning process on collaborative work with partners at different scales to produce highly useful decisions that readily address the rapidly changing environment and conditions posed by the changing climate, rapid growth and development and other ecological stressors.

Projects and Permits: Field implementation puts the management strategies into practice through existing BLM programs, including the public participation and intergovernmental coordination opportunities associated with implementation planning and environmental impact assessment procedures. Examples of field implementation include authorizing land use, constructing facilities, and implementing on-the-ground treatments and projects. As a matter of policy, the BLM is committed to using the "mitigation hierarchy" to help site and design new developmental projects and focus off-site mitigation in areas with high value and high probability of success.

Healthy Landscapes (HL) is a critical effort to integrate and focus on-the-ground restoration projects. The HL effort helps target project dollars from multiple BLM programs, partners

contributions, and compensatory mitigation to fund conservation and restoration work in identified, cross-jurisdictional, priority areas. For example, HL funds may be combined or coordinated with other funds to complete a portfolio of projects in one focus area, such as vegetation treatments, travel management planning, Land and Water Conservation Fund acquisitions, and applied regional mitigation funds, when each project contributes to the objective of conserving intact habitat or defragmenting habitat. Coordinating and focusing integrated resource stewardship investments can help to generate added value, over and above what individual programs or mitigation funds could accomplish. Since its inception in 2007, HL has supported more than 1.7 million acres of treatments in New Mexico through the Restore New Mexico program; more than 1 million acres of treatments in Utah in partnership with the Utah Watershed Initiative; and hundreds of thousands of acres of restoration projects through such partnerships as the Wyoming Landscape Conservation Initiative, the Great Basin Restoration Initiative and many lesser known projects coordinated at District Office levels. Although exact rates vary project to project, the BLM's HL funds are typically leveraged by at least a 3:1 ratio. The BLM has developed a proposal to address the reforestation/afforestation backlog on the public lands. When implemented, it will enhance carbon sequestration on western BLM lands.

Monitoring for Adaptive Management: Informed decision making and adaptive management require current data about the status and trend of terrestrial and aquatic systems, about the location and extent of natural and human-caused disturbances, and about the location and effectiveness of land treatments. The BLM's Assessment, Inventory, and Monitoring (AIM) Strategy is the framework for this data collection, and the 2016 President's budget request includes an increase of $5.0 million for this work within the Resource Management Planning, Assessment and Monitoring subactivity. This strategy outlines a process for using core indicators, standardized field methods, remote sensing, and a statistically valid study design to provide nationally consistent and scientifically defensible information to determine the status of and track changes to natural resources on the public lands over time. The AIM Strategy is currently being implemented through five sets of interrelated projects. The first three are designed to implement West-wide monitoring that is coordinated, and where possible, integrated with the monitoring activities of other Federal, State and non-governmental partners. The West-wide projects include the BLM Rangeland Assessment, the BLM Western Rivers and Streams Assessment, and the BLM Grass-Shrub Fractional Mapping Project. Some of the Federal partners' included in these efforts are National Resource Conservation Service, Environmental Protection Agency, United States Geological Service, and United States Forest Service. The two remaining projects are designed to help support immediate multi-State and field office priorities. These projects include efforts to monitor the effectiveness of BLM land use plans and to determine the effectiveness of BLM treatments and actions. In 2016, these five interrelated monitoring efforts will be implemented to inform the regional mitigation and monitoring strategies for the Solar Programmatic EIS and for the Greater Sage-Grouse Planning Initiative.

Climate Resilience: Among the most significant challenges of the changing climate is a projected increase in the frequency and intensity of extreme weather events - including severe storms, wildfire and drought. In 2016, the Department proposes investments to increase the resilience of both coastal and inland communities to the impacts of these events. These investments will focus on areas at high risk to climate challenges to address vulnerabilities to extreme events in these geographies in partnership with State, local, and tribal governments and other stakeholders. Given this challenge, the 2016 request for BLM proposes the following investments in support of this effort:

- The BLM will coordinate with the USFS and the USGS to conduct assessments to help understand the impact of management practices on carbon sequestration on the public lands. Soil carbon storage is an important function of terrestrial ecosystems. Understanding what maintains the soil carbon pool is important to quantify, as well as to determine how it will respond to environmental change.

- The BLM will continue support for the seed and plant materials program to acquire, develop, and distribute genetically appropriate and locally adapted materials for restoration, including post fire stabilization and rehabilitation.

- The BLM will work with USGS, USFS, FWS, NPS, Bureau Indian Affairs, and numerous non-federal partners, including academic institutions, to reduce the impacts of drought, range land fire and invasive species on the productivity and resiliency of the public lands. The BLM will work to better understand how to establish big sagebrush, and ultimately sage-grouse habitat across the range.

The 2016 budget for BLM includes an increase of $10.0 million in the Challenge Cost Share program for leveraged partnership projects to address community resiliency. The Challenge Cost Share program is a 50:50 non-Federal partner matching program which supports mutually beneficial public and partner projects. The funding would support work with non-Federal partners on projects that increase the resilience of landscapes to extreme weather events with a focus on the inland challenges of wildfire, flooding and drought.

Projects funded through the Challenge Cost Share program will improve community resilience at the project site and provide new and needed data to communities around the Nation on what natural infrastructure designs and solutions contribute to resilience.

To accomplish this effectively, the Department will draw on scientific expertise to identify ecosystem restoration and enhancement strategies likely to successfully build resilience to fire, flooding and drought. Efforts might also identify focal areas where these strategies are likely to have a significant return on investment by protecting communities and at-risk infrastructure as well as improving landscape resilience in areas of strategic importance to the Department. As part of this initiative, the Department will develop project criteria and evaluation metrics relevant to these new project types. Modeled on the Department's approach to implementing Hurricane Sandy resilience investments, the Department would request proposals and conduct a coordinated evaluation of projects.

General guidance about BLM's Landscape Approach to Managing the Public Lands can be found in the following locations:

- Climate Change: http://www.blm.gov/wo/st/en/prog/more/climatechange.html
- Landscape Approach: http://www.blm.gov/wo/st/en/prog/more/LandscapeApproach.html
- Rapid Ecoregional Assessments (REAs): http://www.blm.gov/wo/st/en/prog/more/Landscape_Approach/reas.html
- Monitoring for Adaptive Management: http://www.blm.gov/wo/st/en/prog/more/Landscape_Approach/Monitoring_for_Adaptive_Management.html

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# Budget at a Glance

**Budget at a Glance**
*(dollars in thousands)*

| | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | |
|---|---|---|---|---|---|---|
| | | | Fixed Costs Changes | Internal Transfers | Program Changes | Requested Amount |
| **Appropriation: Management of Lands and Resources** | | | | | | |
| **Soil, Water & Air Management** | **42,939** | **43,239** | **+359** | **-863** | **+4,020** | **46,755** |
| *Enhance Core Capability* | | | | | *+1,520* | |
| *Youth in the Great Outdoors* | | | | | *+2,500* | |
| *Internal Transfer to National Conservation Lands* | | | | | *+0* | |
| **Rangeland Management** | **79,000** | **79,000** | **+1,021** | **-601** | **-2,976** | **76,444** |
| *Shift to Fees* | | | | | *-2,976* | |
| *Internal Transfer to National Conservation Lands* | | | | *-601* | | |
| **Grazing Administration Management (Offset by Fees)** | **-** | **-** | **+0** | **+0** | **+16,500** | **16,500** |
| Grazing Administration Fee | | | | | *+16,500* | |
| **Grazing Administration Management Offset** | **-** | | **+0** | **+0** | **-16,500** | **(16,500)** |
| **Public Domain Forest Mgmt** | **9,838** | **9,838** | **+180** | *-38* | **+0** | **9,980** |
| *Internal Transfer to National Conservation Lands* | | | | | | |
| **Riparian Management** | **21,321** | **21,321** | **+324** | **-201** | **+1,340** | **22,784** |
| *Enhance Core Capability* | | | | | *+1,340* | |
| *Internal Transfer to National Conservation Lands* | | | | **-201** | | |
| **Cultural Resources Mgmt** | **15,131** | **15,131** | **+274** | *-199* | **+2,000** | **17,206** |
| *Safeguarding Our Irreplacable Heritage* | | | | | *+2,000* | |
| *Internal Transfer to National Conservation Lands* | | | | **-199** | | |
| **Wild Horse & Burro Mgmt** | **77,245** | **77,245** | **+327** | *-10* | **+2,993** | **80,555** |
| *Applied Science - Implementation of NAS Recommendations* | | | | | *+2,993* | |
| *Internal Transfer to National Conservation Lands* | | | | *-10* | | |
| **Activity Total, Land Resources** | **245,474** | **245,774** | **+2,485** | **-1,912** | **+7,377** | **253,724** |

**Budget at a Glance**
*(dollars in thousands)*

| | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | |
|---|---|---|---|---|---|---|
| | | | Fixed Costs Changes | Internal Transfers | Program Changes | Requested Amount |
| **Appropriation: Management of Lands and Resources (Continued)** | | | | | | |
| **Wildlife Management** | **52,338** | **52,338** | **+409** | **-366** | **+37,000** | **89,381** |
| *Implementation of Greater Sage-Grouse Conservation Plans* | | | | | *+37,000* | |
| *Internal Transfer to National Conservation Lands* | | | | | *+0* | |
| **Fisheries Management** | **12,530** | **12,530** | **+190** | **-35** | **+0** | **12,685** |
| *Internal Transfer to National Conservation Lands* | | | | *-35* | | |
| **Activity Total, Wildlife & Fisheries Management** | **64,868** | **64,868** | **+599** | **-401** | **+37,000** | **102,066** |
| **Threatened & Endangered Species** | **21,458** | **21,458** | **+305** | **-196** | **+0** | **21,567** |
| *Internal Transfer to National Conservation Lands* | | | | *-196* | | |
| **Wilderness Management** | **18,264** | **18,264** | ***+295*** | ***+0*** | **+0** | **18,559** |
| **Recreation Resources Management** | **48,697** | **48,697** | **+654** | **-1,615** | **+9,115** | **56,851** |
| *National Recreation Strategy* | | | | | *+6,615* | |
| *Youth in the Great Outdoors* | | | | | *+2,500* | |
| *Internal Transfer to National Conservation Lands* | | | | *-1,615* | | |
| **Subtotal, Recreation Resource Management** | **66,961** | **66,961** | **+949** | **-1,615** | **+9,115** | **75,410** |

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**Budget at a Glance**
*(dollars in thousands)*

| | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | |
|---|---|---|---|---|---|---|
| | | | Fixed Costs Changes | Internal Transfers | Program Changes | Requested Amount |
| **Appropriation: Management of Lands and Resources (Continued)** | | | | | | |
| **Oil & Gas Management** | **80,877** | **53,183** | **+867** | **-11** | **+5,632** | **59,671** |
| *Encourage Smart Development through MLPs* | | | | | *+5,757* | |
| *Enhance Capability of Pilot/Project Offices* | | | | | *+3,000* | |
| *AFMSS Modernization* | | | | | *+4,000* | |
| *Shift base funding for Permitting - per 15% of APD fee subject to appropriation* | | | | *+0* | *-7,125* | |
| **Oil & Gas Permit Processing** | **32,500** | **32,500** | **+0** | **+0** | **-25,375** | **7,125** |
| **Oil & Gas Inspection Activities (Discretionary)** | **[38,000]** | **41,126** | | | **+6,874** | **48,000** |
| **Offsetting Fees (Permit Processing & Inspection)** | **(32,500)** | **(32,500)** | | | **-15,500** | **(48,000)** |
| **Coal Management** | **9,595** | **9,595** | **+173** | **+0** | **+1,100** | **10,868** |
| *Mineral Tracking System* | | | | | *+1,100* | |
| **Other Mineral Resources** | **10,586** | **10,586** | **+193** | **+0** | **+1,100** | **11,879** |
| *Mineral Tracking System* | | | | | *+1,100* | |
| **Renewable Energy** | **29,061** | **29,061** | **+295** | **+0** | | **29,356** |
| **Subtotal, Energy and Minerals Management** | **130,119** | **143,551** | **+1,528** | **-11** | **-26,169** | **118,899** |
| **Alaska Conveyance** | **22,000** | **22,000** | **+220** | ***+0*** | **+0** | **22,220** |
| **Cadastral Survey** | **11,276** | **-** | **+0** | ***+0*** | **+0** | **-** |
| **Lands and Realty Mgmt** | **34,382** | **-** | **+0** | ***+0*** | **+0** | **-** |
| **Cadastral, Lands & Realty Mgmt** | **[45,658]** | **45,658** | **+652** | **-58** | **+5,000** | **51,252** |
| *Transmission* | | | | | *+5,000* | |
| *Internal Transfer to National Conservation Lands* | | | | *-58* | | |
| **Communication Site Management** | **2,000** | **2,000** | ***+0*** | ***+0*** | **+0** | **2,000** |
| **Comm Site Offset** | **(2,000)** | **-2,000** | **+0** | **+0** | | **(2,000)** |
| **Activity Total, Realty & Ownership Management** | **69,658** | **69,658** | **+872** | **-58** | **+5,000** | **75,472** |

*(continued)*

**Budget at a Glance**
*(dollars in thousands)*

| | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | |
|---|---|---|---|---|---|---|
| | | | Fixed Costs Changes | Internal Transfers | Program Changes | Requested Amount |
| **Appropriation: Management of Lands and Resources (Continued)** | | | | | | |
| **Resource Mgmt Planning, Assessment, & Monitoring** | **37,125** | **38,125** | **+416** | **+0** | **+20,800** | **59,341** |
| *Applied Science - Enterprise Geospatial System* | | | | | *+7,800* | |
| *Assessment, Inventory and Monitoring* | | | | | *+5,000* | |
| *Monitoring Greater Sage-Grouse Plans* | | | | | *+8,000* | |
| **Abandoned Mine Lands** | **16,687** | **16,987** | **+159** | **+0** | **+2,800** | **19,946** |
| *Red Devil Mine Remediation* | | | | | *+2,800* | |
| **Law Enforcement** | **25,325** | **25,325** | **+270** | **-100** | **+0** | **25,495** |
| *Internal Transfer to National Conservation Lands* | | | | | | |
| **Hazardous Materials Management** | **15,612** | **15,612** | **+204** | **-30** | **+0** | **15,786** |
| **Activity Total, Resource Prot. & Maint.** | **94,749** | **96,049** | **+1,049** | **-130** | **+23,600** | **120,568** |
| **Annual Maint. & Ops** | **38,637** | **38,637** | **+491** | **-686** | **+500** | **38,942** |
| *Enhance Core Capability* | | | | | *+500* | |
| *Internal Transfer to National Conservation Lands* | | | | *-686* | | |
| **Def. Maint. & Cap. Improvements** | **26,995** | **26,995** | **+152** | **+0** | **+4,240** | **31,387** |
| *High-Priority Projects* | | | | | *+4,240* | |
| **Activity Total, Trans. & Fac. Maintenance** | **65,632** | **65,632** | **+643** | **-686** | **+4,740** | **70,329** |

*(continued)*

**Budget at a Glance**
*(dollars in thousands)*

| | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | |
|---|---|---|---|---|---|---|
| | | | Fixed Costs Changes | Internal Transfers | Program Changes | Requested Amount |
| **Appropriation: Management of Lands and Resources (Continued)** | | | | | | |
| **Challenge Cost Share** | **2,413** | **2,413** | **+3** | **+0** | **+10,000** | **12,416** |
| *Climate Resilient Landscapes* | | | | | *+10,000* | |
| **National Conservation Lands** | **31,819** | **31,819** | **+461** | **+5,009** | **+11,181** | **48,470** |
| *Secretary's Conservation Vision for Excellence* | | | | | *+11,181* | |
| *Internal Transfer from other MLR subactivities* | | | | *+5,009* | | |
| **Administrative Support** | **47,127** | **47,127** | **+540** | ***+0*** | **+3,275** | **50,942** |
| *Enhance Core Capability* | **-** | | | | *+1,000* | |
| *Health Benefits for Seasonal Employees* | | | | | *+2,275* | |
| **Bureauwide Fixed Costs** | **92,901** | **91,010** | **+2,635** | ***+0*** | **+0** | **93,645** |
| **IT Management** | **25,696** | **25,696** | **+262** | ***+0*** | **+0** | **25,958** |
| **Activity Total, Workforce & Organizational Support** | **165,724** | **163,833** | **+12,331** | ***+0*** | **+3,275** | **170,545** |
| **Mining Law Administration** | **39,696** | **39,696** | **+0** | **+0** | **+0** | **39,696** |
| ***Mining Law Offset*** | ***(39,696)*** | ***(39,696)*** | ***+0*** | ***+0*** | ***+0*** | ***(39,696)*** |
| **Total, Management of Lands & Resources** | **956,875** | **970,016** | ***+12,331*** | ***+0*** | **+85,119** | **1,067,466** |

*(continued)*

**Budget at a Glance**
*(dollars in thousands)*

| | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | |
|---|---|---|---|---|---|---|
| | | | Fixed Costs Changes | Internal Transfers | Program Changes | Requested Amount |
| **Appropriation: Land Acquisition** | | | | | | |
| Land Acquisitions | 15,949 | 16,226 | +0 | +0 | +18,158 | 34,384 |
| Emergency & Hardships | 1,616 | 1,616 | +0 | +0 | +0 | 1,616 |
| Acquisition Management | 1,898 | 1,904 | +96 | +0 | +0 | 2,000 |
| **Total, Land Acquisition** | 19,463 | 19,746 | +96 | +0 | +18,158 | 38,000 |
| **Appropriation: Oregon and California Grant Lands** | | | | | | |
| Deferred Maintenance | - | | | | | |
| Annual Maintenance & Operations | 10,063 | 9,517 | +85 | +0 | +0 | 9,602 |
| Construction & Acquisition | 310 | 312 | +12 | +0 | +0 | 324 |
| Activity Total, Trans. & Facilities Maint. | 10,373 | 9,829 | +97 | +0 | +0 | 9,926 |
| Forest Management | 33,447 | 33,447 | +305 | +0 | *+0* | 33,752 |
| Reforestation & Forest Development | 23,851 | 23,851 | +172 | +0 | +0 | 24,023 |
| Other Forest Resource Mgmt | 36,985 | 36,985 | +263 | +0 | -3,753 | 33,495 |
| *Reduce Core Capability* | | | | | *-3,753* | |
| Resource Mgmt Planning, Assessment, & Monitoring | 7,140 | 7,140 | +20 | +0 | -3,175 | 3,985 |
| *Plan Completetion* | | | | | *-3,175* | |
| Activity Total, Resources Management | 101,423 | 101,423 | +760 | +0 | -6,928 | 95,255 |
| Info. & Resource Data Systems | 1,923 | 1,772 | +14 | +0 | +0 | 1,786 |
| NMs & NCAs | 748 | 753 | +14 | +0 | +0 | 767 |
| **Total, Oregon & California Grant Lands** | 114,467 | 113,777 | +885 | +0 | -6,928 | 107,734 |

*(continued)*

**Budget at a Glance**
*(dollars in thousands)*

| | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | |
|---|---|---|---|---|---|---|
| | | | Fixed Costs Changes | Internal Transfers | Program Changes | Requested Amount |
| **Appropriation: Range Improvements** | | | | | | |
| **Miscellaneous Trust Funds** | 24,617 | 25,759 | +0 | +0 | -2,829 | 22,930 |
| **Service Charges, Deposits and Forfeitures** | 29,998 | 32,465 | +0 | +0 | -1,415 | 31,050 |
| *Service Charges, Deposits and Forfeitures (Offset)* | | | | | +1,415 | |
| **Total, Range Improvements** | 9,280 | 9,270 | +0 | +0 | +730 | 10,000 |
| **TOTAL, DIRECT APPROPRIATIONS** | 1,124,702 | 1,138,568 | +13,312 | +0 | +94,250 | 1,246,130 |

*Notes:*

*- 2014 amount for Range Improvements includes 7.2% sequester and 2015 amount includes 7.3% sequester amount pursuant to Section 254 of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended*

*- Change in Range Improvementsbetween 2015 and 2016 reflects the change in available appropriations between 2015 and 2016 due to sequester not a request for an increase in appropriated funds*

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# Collections

# Collections

**BLM Collections, 2013 - 2016 ($000)**

| Collection Source | 2013 Actual | 2014 Actual | 2015 Estimated | 2016 Estimated |
|---|---|---|---|---|
| Sale of Public Lands | 26,331 | 76,580 | 115,499 | 144,638 |
| Miscellaneous Filing Fees | 35 | 122 | 60 | 60 |
| Mineral Leasing National Grasslands | 1,802 | 1,897 | 2,050 | 2,050 |
| Grazing Fees & Land Utilization Project Lands | 12,171 | 12,117 | 11,755 | 8,704 |
| Timber Sales & Vegetative Material | 27,924 | 43,708 | 32,745 | 29,495 |
| Recreational Use Fees | 17,856 | 17,673 | 19,653 | 19,183 |
| Earnings on Investments | 997 | 369 | 1,100 | 5,900 |
| Sale of Helium | 203,002 | 242,111 | 132,575 | 148,751 |
| Mining Claim & Holding Fees | 65,787 | 58,486 | 57,154 | 57,952 |
| Service Charges, Deposits and Forfeitures | 27,802 | 29,998 | 32,465 | 31,050 |
| Application for Permit to Drill Fees | 30,946 | 35,413 | 32,500 | 47,500 |
| Grazing Administrative Processing Fees | 0 | 0 | 0 | 16,500 |
| Onshore Oil and Gas Lease Inspection Fees | 0 | 0 | 0 | 48,000 |
| Other Collections | 91,253 | 94,220 | 100,470 | 121,870 |
| **Total** | **505,906** | **613,666** | **536,873** | **681,470** |

## 2016 Collections

In 2016, the Bureau of Land Management (BLM) will collect an estimated total of $681.5 million in revenue. Revenue is collected by the BLM from sources such as the sale of land and materials, grazing fees, timber sales, recreation use fees, and various filing fees. These collections assist State and local governments, support all programs funded from the General Fund of the U.S. Treasury, and offset charges for program operations where certain fees collected can be retained by the BLM.

In addition, the Office of the Natural Resources Revenue (ONRR) will collect an estimated $3.9 billion in receipts from BLM's onshore mineral leasing activities (bonuses, rents, and royalties). Because ONRR collects them, these mineral leasing receipts are reflected in the ONRR budget materials (within the Office of the Secretary Budget Justification).

The amount of revenue expected to come from some sources varies for the reasons described below.

***Sales of Public Land*** – This category includes receipts from the sale of public land, including land sales in Clark County, Nevada. Excluded from this collection source are the sales of timber and vegetative materials from the public domain land, sale of land and timber and vegetative materials from the Oregon & California Grant Lands and Coos Bay Wagon Road

Lands, sale of land from Land Utilization project lands, sale of land and materials from reclaimed lands (reserved or withdrawn), and sale of town sites and reclamation projects.

The main sources of collections in the Sale of Public Land category are described below. The collection amounts described here represent 100 percent of the funds collected. In many cases, portions of the funds collected are distributed to State governments, to the U.S. Treasury, or other entities, before the remaining portion is distributed to the BLM. The Management of Lands and Resources, Permanent Operating Funds, Miscellaneous Permanent Payments, and Miscellaneous Trust Funds chapters describe the portions allocated to the BLM and how the BLM uses the funds.

- ***Southern Nevada Public Land Management Act (SNPLMA) Sales Proceeds*** –*SNPLMA*, as amended, provides a process for orderly sale of certain public lands in Clark County, Nevada, near the city of Las Vegas. Approximately 50,000 acres of public land are within the disposal boundary area. The BLM has conducted land sales for 15 years under the authority of this statute. Collections in 2013 and 2014 were $12,963,000 and $61,430,000 respectively. Sales in 2015 are projected to produce $97,058,000. The increase is due to an increase in estimates of acres sold offsetting a lower price per acre. Estimated collections for 2016 are expected to be $125,347,000 mainly coming from final payments received from 2015 sales and a planned fall auction of 600 acres. Collections are reported when payments are received regardless of when sales are held and the estimates make allowance for the normal lag of 180 days between sales and collections. For more information see SNPLMA, P.L. 105-263, as amended by P.L. 107-282.

- ***Southern Nevada Public Land Management and Lincoln County – Earnings on Investments –*** SNPLMA authorizes the Secretary to manage the collections account for the purposes set out above, and is also authorized to use interest generated from the above-mentioned funds. The BLM is authorized to invest the unspent balance of collections from SNPLMA and Lincoln County Lands Act land sale receipts. Earnings on investments for 2013 and 2014 were $997,000 and $369,000 respectively. Interest estimated to be earned in 2015 and 2016 is $1,110,000 and $5,900,000 respectively. Projected investment earnings take into account revenue from land sales, earnings on investments, and projected interest rates and outlays.

- ***Federal Land Transaction Facilitation Act (FLTFA) –*** No receipts were collected from the sale of land under *FLTFA, Title II* of P.L. 106-248 in 2013 or 2014 because the authority expired in July 2011; the unobligated balance was transferred to the Land and Water Conservation Fund as required by law. The 2016 Budget includes a proposal to reauthorize FLTFA and allow lands identified as suitable for disposal in current land use plans to be sold using the FLTFA authority. FLTFA sales revenues would continue to be used to fund the acquisition of environmentally-sensitive lands and the administrative costs associated with conducting sales. Estimated collections for 2016 are $5,000,000. The Permanent Operating Funds section provides more information on the proposal. Four percent of FLTFA collections are paid to the State in which the land is sold.

- ***Lincoln County Land Sales –*** Revenue in the amount of $1,014,000 was collected in 2014 from land sales under the Lincoln County Land Sales Act, P.L. 106-298, as amended. Receipts, mainly from Coyote Springs sales, are estimated to be $2,968,000 and $560,000 in 2015 and 2016, of which five percent and ten percent will be paid to the State and County.

- ***Owyhee Land Acquisition Account –*** Revenue collected prior to the enactment of the Omnibus Public Land Management Act of 2009 in the amount of $2,451,000 was deposited to this account in 2010. No revenue was collected in the account since then, and none is estimated to be collected in 2015; but sales in 2016 are estimated to produce $800,000. Four percent of those amounts are paid to the State.

- ***Washington County, Utah Land Acquisition Account –*** No revenue was or is estimated to be collected in 2014 or 2015 from the sale land under the Washington County, Utah Acquisition Account, P.L. 111-11, (Section 1978). Estimated collections in 2016 are $823,000.

- ***Silver Saddle Endowment Account –*** No revenue was collected or is estimated to be collected in 2014 and in 2015 from the sale land under the Silver Saddle Endowment Account, P.L. 111-11, (Section 2601). Estimated collections in 2016 are $55,000. Four percent of collections will be paid to the State.

- ***Carson City Special Account –*** No revenue was collected from 2012 through 2014 from the sale of land under the Carson City Special Account, P.L. 111-11, (Section 2601). None is estimated to be collected in 2015 and 2016.

***Miscellaneous Filing Fees –*** Collections in this category are primarily from fees received for filing or recording documents; charges for registration of individuals, firms, or products; and requests for approval of transfer of leases or permits under statutory authorities that do not permit the BLM to retain and spend those collections.

***Mineral Leasing-National Grasslands –*** The Office of Natural Resources Revenue, formerly a component of the Minerals Management Service, is responsible for the collection and distribution of most mineral leasing receipts; however, the BLM administers and collects rentals from oil and gas pipeline rights-of-way associated with lands leased under the *Mineral Leasing Act* and the *Mineral Leasing Act for Acquired Lands.* Also, the BLM pays 25 percent of mineral leasing collections on acquired lands to counties where the collections were generated. The BLM continues to collect first-year rentals and initial bonuses from mineral leasing but transfers these receipts to ONRR accounts.

***Grazing Fees from Public Lands and Land Utilization Project Lands*** – This category includes all grazing fees collected from public lands and Land Utilization Project lands administered by the BLM. It also includes mineral leasing and other receipts from Land Utilization Project lands. Grazing fees are collected under the authority of the *Taylor Grazing Act, Federal Land Policy and Management Act*, and the *Public Rangelands Improvement Act of 1978*. For more information on the use of these fees see the Range Improvements section.

***Timber and Vegetative Material Sales –***

- Receipts from the Oregon and California (O&C) and Coos Bay Wagon Road Grant (CBWR) Lands – In 2014, the BLM collected $42,497,000, mostly from timber receipts from Oregon and California and Coos Bay Wagon Road lands.

- Authority for Secure Rural Schools and Community Self-Determination Act payments has expired. (Payments were made in part from O&C and CBWR receipts and in part from the General Fund.) The 2016 Budget proposes a five-year reauthorization of the Secure Rural Schools Act with funding through mandatory U.S. Forest Service (USFS) appropriations. The USFS will make the Secure Rural Schools (SRS) payments to western Oregon counties. This SRS proposal revises the allocation split between the three portions of the program from the current authority emphasizing enhancement of forest ecosystems, restoration and improvement of land health and water quality and the increase of economic activity. (Please refer to the Miscellaneous Permanent Payments section for more information about the SRS and the USFS budget for more information on the reauthorization proposal.)

- ***Timber Receipts from the Public Domain Forest Lands –*** In 2016, the BLM expects to offer for sale 25 million board feet of timber products from public domain lands, and estimates collections of $1,325,000 in timber sales receipts from public domain lands. Collections in 2013 and 2014 were $3,147,000 and $1,920,000 respectively, and the estimates for 2015 and 2016 are $2,025,000 and $1,325,000. Collections from salvage timber sale on public domain lands were $1,794,000 in 2013 and $1,270,000 in 2014. Estimates are $1,500,000 in 2014 and $1,000,000 in 2015.

- ***Stewardship Contracting Fund –*** With stewardship contracting, the BLM may apply the value of timber or other forest products removed as an offset against the cost of services received, and monies from a contract under subsection (a) may be retained by the USFS and the BLM. These monies are available for expenditure without further appropriation at the project site from which the monies are collected or at another project site. In 2013 and 2014, the BLM deposited $46,000 and $175,000 to this fund. The authority expired on September 30, 2013, but was extended by the Agriculture Act of 2014, Public Law No: 113-79. The BLM estimates deposits will be $20,000 in 2015 and 2016.

***Recreation Use Fees*** – Recreation use fees are derived from collecting fees on public lands at recreation sites, issuing recreation use permits, and selling Federal recreation passports such as the Golden Eagle and Golden Age passes. These funds are used to improve recreation facility conditions and user services at recreation sites where the fees were generated. In 2013, and 2014 recreation fee collections were $17,856,000 and $17,673,000. The BLM anticipates collecting $19,653,000 in 2015 and $19,183,000 in 2016 under its recreation fee collection authorities. The use of recreation fee collections is described in the Permanent Operating Funds section. Under current law, authority for these collections expires in December, 2015. The 2016 Budget proposes to permanently extend the authority to collect and spend these fees.

***Naval Oil Shale Reserve*** – On August 7, 2008, the Secretaries of the Interior and Energy certified that sufficient funds have been collected to cover the cost of the cleanup and of equipment installed on the oil shale reserve. Because of the certification, no more deposits will be made to the Naval Oil Shale Reserve Fund. Instead, revenue from the site will be distributed under the Mineral Leasing Act. The unappropriated account balance is $76,665,506 which will not change unless new legislation is enacted.

***Sales of Helium*** – The Helium Privatization Act of 1996 required the Secretary to offer for sale a portion of the Conservation Helium stored underground at the Cliffside Field north of Amarillo, Texas. Revenue from sales in 2013 was $203,002,000. That amount was sufficient to pay the remaining debt owed to the Treasury, and the authority for the Helium Revolving Fund expired after that payment was made. Authority for the helium program was reauthorized by the Helium Stewardship Act of 2013, P.L. 113-40. Collections from annual sales were $242,111,000 in 2014 and are projected to be $132,575,000 and $148,751,000 in 2016. Revenues in excess of the cost of operating the helium program will be deposited to the General Fund. Additional information is available in the helium program section.

***Mining Claim-Related Fees*** – Authority to collect these fees was initially enacted in the *Department of the Interior and Related Agencies Appropriations Act for 1989* which provided that fees established by the Secretary of the Interior for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for Mining Law Administration program operations.

The *Omnibus Budget Reconciliation Act of 1993, P.L. 103-66, (Section 10101)* provided for the annual $100 per claim maintenance fee for unpatented mining claims and sites to continue through 1998. The authority has been modified and extended by Interior appropriations acts. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. The authority also established a $25.00 per claim location fee for new claims, to be paid at the time of recordation. The law requires that the fee be adjusted for inflation. The maintenance fee is currently $155.00 per claim and the location fee is currently $37.00 per claim. Collections in 2013 and 2014 were $65,787,000 and $57,437,000. They are estimated to be $57,154,000 in 2015 and $57,952,000 in 2016. Additional information is included in the Activity: Mining Law Administration section.

A $20.00 processing fee is required for new mining claim locations in addition to the initial maintenance fee and location fee. BLM collects this fee under its cost recovery regulations (see 43 CFR 3000.12). These fees are accounted for separately from the maintenance and location fees and therefore are not included in the above total. Additional information is included in the Activity: Mining Law Administration section.

***Service Charges, Deposits, and Forfeitures*** – These receipts include revenue from providing special program services, such as rights-of-way application processing fees; wild horse and burro adoption fees; fees charged to timber sale purchasers when the BLM performs work required by the contract; reimbursement to the government for damage to lands and resources; collections for processing disclaimers of interest applications; and photocopying fees. The collection and retention of each of these receipts are authorized through legislation. Collections in 2014 were $29,998,000 and are estimated to be $32,465,000 in 2015 and $31,050,000 in 2016. Additional information is included in the Service Charges, Deposits and Forfeitures section.

***Application for Permit to Drill Fees –*** For several years, the annual Interior, Environment, and Related Agencies Appropriations Act authorized the BLM to collect a fee when an application for a permit to drill for oil and natural gas is submitted. The current fee is $6,500 per application. In 2014 and 2015 up to $32,500,000 from those collections are to be credited to the Management of Lands and Resources appropriation. Collections in excess of that amount are deposited to the General Fund. Collections were $30,946,000 in 2013 and $35,413,000 in 2014. The National Defense Authorization Act, P.L. 113-291 requires in 2016 and beyond that the fee per

application be increased to $9,500 and be adjusted for inflation. It also requires that the fees be deposited to the Permit Processing Improvement Fund. Estimated APD fees are $47,500,000 in 2016. For more information please refer to the discussion in the Oil and Gas Management Program and the Permanent Operating Funds Chapter.

***Onshore Oil and Gas Lease Inspection Fees –*** The 2016 Budget includes a new inspection fee for onshore oil and gas leases. The fee would support Federal efforts to provide services to ensure the proper reporting of oil and gas production, protect human safety and the environment, and conserve energy resources. These fees will be credited to the Management of Lands and Resources appropriation. The estimate for 2016 is $48,000,000.

***Grazing Administrative Processing Fees –*** The Budget includes appropriations language for a three-year pilot project to allow the BLM to recover some of the costs of issuing grazing permits/leases on BLM lands. The BLM would charge a fee of $2.50 per Animal Unit Month, which would be collected along with current grazing fees. The fee will assist the BLM in processing pending applications for grazing permit renewals. During the period of the pilot, the BLM would work through the process of promulgating regulations for the continuation of the grazing administrative fee as a cost recovery fee after the pilot expires. The fees will be credited to the Management of Lands and Resources appropriation. The estimate for 2016 is $16,500,000.

***Other Collections –*** Other receipts collected by the BLM are from land rentals for authorized commercial, industrial, and residential purposes; annual rentals from rights-of-way permits (except those issued under the authority of the *Mineral Leasing Act*); and from contributions. These consist of funds contributed to the BLM from non-Federal sources for projects or work authorized by the *Federal Land Policy and Management Act, Taylor Grazing Act, Sikes Act,* and other laws. Additional information on other collections is included in the Miscellaneous Permanent Payments, Permanent Operating Funds, and Miscellaneous Trust Fund sections. In 2014, the BLM collected $10,600,000 from wind and solar renewable energy rights-of-way rents. Estimates for 2015 and 2016 are of $17,500,000 and $21,900,000 respectively.

***Amounts Not Included in Collections*** – Payments to western Oregon counties under the *Secure Rural Schools and Community Self-Determination Act of 2000,* as amended*,* were made partially from receipts produced in those counties in the preceding year. Over half of the amounts paid, however, are derived from an appropriation from the General Fund. Of the total of estimated payments of $39,630,000 to the western Oregon counties for 2013 in 2014, $21,952,000 million were appropriated from the General Fund. That payment is the final payment authorized under the current law.

SRS payments were enacted by P.L. 106-393 for Fiscal Years 2002 through 2006. They were extended for one year (FY 2007) by Public Law 110-28, extended for Fiscal Years 2008 through 2011 by Public Law 110-343; and were extended in one year increments for 2012 and 2013 by Public Laws 112-141 and 113-40. (Payments are made in the year following the year for which the payments are authorized.) The 2016 Budget reflects a five-year reauthorization of funding through mandatory USFS appropriations

# Management of Lands and Resources

# MANAGEMENT OF LANDS AND RESOURCES

## Appropriations Language

For necessary expenses for protection, use, improvement, development, disposal, cadastral surveying, classification, acquisition of easements and other interests in lands, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau, and assessment of mineral potential of public lands pursuant to section 1010(a) of Public Law 96–487 (16 U.S.C. 3150(a)), **[**$970,016,000**]***$1,067,466,000*, to remain available until expended*, including all such amounts as are collected from permit processing fees, as authorized but made subject to future appropriation by section 35(d)(3)(A)(i) of the Mineral Leasing Act (30 U.S.C. 191), as amended, except that amounts from permit processing fees may be used for any bureau-related expenses associated with the processing of oil and gas applications for permits to drill and related use authorizations*; of which $3,000,000 shall be available in fiscal year **[**2015**]***2016* subject to a match by at least an equal amount by the National Fish and Wildlife Foundation for cost-shared projects supporting conservation of Bureau lands; and such funds shall be advanced to the Foundation as a lump-sum grant without regard to when expenses are incurred.

**[**In addition, $32,500,000 is for the processing of applications for permit to drill and related use authorizations, to remain available until expended, to be reduced by amounts collected by the Bureau and credited to this appropriation that shall be derived from a fee of $6,500 per new application for permit to drill that the Bureau shall collect upon submission of each new application, and, in addition,**]** *In addition: (1) $48,000,000, to remain available until expended, is for conducting oil and gas inspection activities, to be reduced by amounts collected by the Bureau and credited to this appropriation that shall be derived from onshore oil and gas inspection fees that the Bureau shall collect, as provided for in this Act, except that, for fiscal year 2016, inspection fees collected by the Bureau of Land Management may be used to fund personnel and mission-related costs to expand capacity and expedite orderly energy development subject to environmental safeguards, on Federal land, pursuant to the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701 et seq.), including the review of applications for permits to drill; (2) $16,500,000, to remain available until expended, is for the processing of grazing permits and leases, to be reduced by the amounts collected by the Bureau and credited to this appropriation, which shall be derived from a $2.50 per animal unit month administrative fee, as provided for in this Act; and (3)* $39,696,000 is for Mining Law Administration program operations, including the cost of administering the mining claim fee program, to remain available until expended, to be reduced by amounts collected by the Bureau and credited to this appropriation from mining claim maintenance fees and location fees that are hereby authorized for fiscal year **[**2015**]***2016,* so as to result in a final appropriation estimated at not more than **[**$970,016,000**]***$1,067,466,000*, and $2,000,000, to remain available until expended, from communication site rental fees established by the Bureau for the cost of administering communication site activities. *(Department of the Interior, Environment, and Related Agencies Appropriations Act, 2015.)*

# Appropriation Language Citation

1. **For necessary expenses for protection, use, improvement, development, disposal, cadastral surveying, classification, acquisition of easements and other interests in lands, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau**

Appropriates funds to implement the Federal Land Policy and Management Act of 1976, as amended (43 U.S.C. 1701 et seq.) for management of the public lands on a multiple-use and sustained yield basis and such laws applicable to the management of the public lands.

2. **and assessment of mineral potential of public lands pursuant to section 1010(a) of Public Law 96–487 (16 U.S.C. 3150(a))**

The Alaska National Interest Lands Conservation Act, Public Law 96-487 (16 U.S.C. 3150(a)) established the Alaska mineral resource assessment program to assess the oil, gas, and other mineral potential on all public lands in the State of Alaska in order to expand the data base with respect to the mineral potential of such lands. The appropriations language provision allows the funds appropriated under this section to also be used for the Alaska mineral resource assessment program to assess the oil, gas, and other mineral potential on all public lands in the State of Alaska in order to expand the data base with respect to the mineral potential of such lands.

3. **$1,067,466,000 to remain available until expended**

The language makes the appropriations to the account available on a no-year basis. This type of account allows BLM a valuable degree of flexibility needed to support multi-year contracts, maintenance, construction, operations, and rehabilitation of public lands.

4. **including all such amounts as are collected from permit processing fees, as authorized but made subject to future appropriation by section 35(d)(3)(A)(i) of the Mineral Leasing Act (30 U.S.C. 191), as amended, except that amounts from permit processing fees may be used for any bureau-related expenses associated with the processing of oil and gas applications for permits to drill and related use authorizations,**

Included within the appropriated amount is 15 percent of the fees from applications for permits to drill (APD) not permanently appropriated by the National Defense Authorization Act for Fiscal Year 2015 (P.L. 113-291), Section 3021(b), BLM Oil and Gas Permit Processing Fee, which amended the Mineral Leasing Act to authorize a fee of $9,500 per APD (in 2016) on lands under the management of the BLM. The NDAA authorizes the fee for fiscal years 2016 through 2026. For years 2016 through 2019, the NDAA permanently appropriates 85 percent of the fees collected, and makes the remaining 15 percent of fee revenues subject to appropriation. For years 2020 through 2026, 100 percent of the fee revenues are permanently appropriated.

5. **of which $3,000,000 shall be available in fiscal year 2016 subject to a match by at least an equal amount by the National Fish and Wildlife Foundation for cost-shared**

**projects supporting conservation of Bureau lands and such funds shall be advanced to the Foundation as a lump-sum grant without regard to when expenses are incurred.**

Provides authority for the BLM to transfer $3.0 million to the National Fish and Wildlife Foundation (NFWF) for the purposes described and that the grant is advanced to NFWF as a lump sum in advance of them incurring or planning the expenses associated with the projects, provided NFWF matches the grant on a dollar for dollar basis from other funds.

**6. $48,000,000, to remain available until expended, is for conducting oil and gas inspection activities, to be reduced by amounts collected by the Bureau and credited to this appropriation that shall be derived from onshore oil and gas inspection fees that the Bureau shall collect, as provided for in this Act,**

This new provision appropriates the BLM an amount to be offset by revenues generated by new fees to be assessed for oil and gas inspection activities. The appropriations language authorizes the BLM to spend the estimated $48.0 million in fee collections on inspection activities, and this $48.0 million appropriation is then reduced by the amount of inspection fees actually collected. The fee schedule is located in Section 114 of the General Provisions, and is also shown in the Summary of Program Changes and Legislative Proposals chapter of the BLM Budget Justification.

**7. except that, for fiscal year 2016, inspection fees collected by the Bureau of Land Management may be used to fund personnel and mission-related costs to expand capacity and expedite orderly energy development subject to environmental safeguards, on Federal land, pursuant to the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701 et seq.), including the review of applications for permits to drill;**

This language provides BLM a valuable degree of flexibility by permitting the $48 million for oil and gas inspection activities to also be used to support orderly, rational development of oil and gas on public lands. Beginning in 2016, BLM's Oil and Gas Management program will be increasingly dependent on permanent appropriations, in the form of lease rental revenues and APD fees deposited into the Permit Processing Improvement Fund, which are not provided at the beginning of the year, but instead only become available as they are collected over the course of the fiscal year. The appropriations language will assist BLM in executing all of its oil and gas management responsibilities effectively throughout the year.

**8. $16,500,000, to remain available until expended, is for the processing of grazing permits and leases, to be reduced by the amounts collected by the Bureau and credited to this appropriation, which shall be derived from a $2.50 per animal unit month administrative fee, as provided for in this Act;**

This new provision appropriates the BLM an amount to be offset by revenues generated by an administrative processing fee to offset the increased cost of administering the livestock grazing program on public lands managed by the BLM. BLM would charge a fee of $2.50 per Animal Unit Month, which would be collected along with current grazing fees. The fee will assist the BLM in processing pending applications for grazing permit renewals. The proposed fee

authority is located in Section 416 of the General Provisions and is also shown in the Summary of Program Changes and Legislative Proposals chapter of the BLM Budget Justification.

**9. $39,696,000 is for Mining Law Administration program operations including the cost of administering the mining claim fee program, to remain available until expended, to be reduced by amounts collected by the Bureau and credited to this appropriation from mining claim maintenance fees and location fees that are hereby authorized for fiscal year 2016,**

This continued provision appropriates the BLM an amount to be offset by revenues generated by an mining claim fees (maintenance fees and location fees) to offset the cost of providing access to mineral resources in an environmentally responsible manner on public lands managed by the BLM.

**10. so as to result in a final appropriation estimated at not more than $1,067,466,000,**

This is the final budget authority, net of offsetting collections for oil and gas inspection and enforcement, mining law administration, and grazing permit administration.

**11. $2,000,000, to remain available until expended, from communication site rental fees established by the Bureau for the cost of administering communication site activities.**

This continued provision authorizes the BLM to spend revenues (actual collections, but not to exceed $2.0 million) generated by a fee on rights-of-way authorizations under Title V of the Federal Land Policy and Management Act of 1976, as amended (43 U.S.C. 1701 et seq.).

# Authorizations

***General Authorizing Legislation -*** The following authorize the general activities of the Bureau of Land Management or govern the manner in which BLM's activities are conducted.

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| ***Reorganization Plan No. 3 of 1946, §403*** | Establishes the BLM. |
| ***Federal Land Policy and Management Act of 1976, as amended (43 U.S.C. 1701 et seq.)*** | Outlines functions of the BLM, provides for administration of public lands through the BLM, provides for management of the public lands on a multiple-use basis, and requires land-use planning including public involvement and a continuing inventory of resources. The Act establishes as public policy that, in general, the public lands will remain in Federal ownership, and also authorizes:<br>• Acquisition of land or interests in lands consistent with the mission of the Department and land use plans;<br>• Permanent appropriation of road use fees collected from commercial road users, to be used for road maintenance;<br>• Collection of service charges, damages, and contributions and the use of funds for specified purposes;<br>• Protection of resource values;<br>• Preservation of certain lands in their natural condition;<br>• Compliance with pollution control laws;<br>• Delineation of boundaries in which the Federal government has right, title, or interest;<br>• Review of land classifications in land use planning; and modification or termination of land classifications when consistent with land use plans;<br>• Sale of lands if the sale meets certain disposal criteria;<br>• Issuance, modification, or revocation of withdrawals;<br>• Review of certain withdrawals by October 1991;<br>• Exchange or conveyance of public lands if in the public interest;<br>• Outdoor recreation and human occupancy and use;<br>• Management of the use, occupancy, and development of the public lands through leases and permits;<br>• Designation of Federal personnel to carry out law enforcement responsibilities;<br>• Determination of the suitability of public lands for rights-of-way purposes (other than oil and gas pipelines) and specification of the boundaries of each right-of-way;<br>• Recordation of mining claims and reception of evidence of annual assessment work. |
| ***Omnibus Public Land Management Act, 2009 (P.L. 111-11):*** | • Codifies the 26 million acre National Landscape Conservation System as a permanent program in the BLM.<br>• Established one new National Monument in New Mexico.<br>• Established four new National Conversation Areas: two in Utah, one in Colorado, and one in New Mexico.<br>• Added approximately 2 million acres to the National Wilderness Preservation System.<br>• Added approximately 1,000 miles to the National Wild and Scenic River System.<br>• Directed eight conveyances of public land out of Federal ownership. |

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| ***National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.)*** | Requires the preparation of environmental impact statements for Federal projects which may have a significant effect on the environment. It requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment. |
| ***The Endangered Species Act of 1973, as amended (16 U.S.C. 1531 et seq.)*** | Directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species and that through their authority they help bring about the recovery of these species. |
| ***Energy Policy Act of 2005 (P.L. 109-58)*** | Directs Federal agencies to undertake efforts to ensure energy efficiency, and the production of secure, affordable, and reliable domestic energy. |
| ***An Act to Amend the Reclamation Recreation Management Act of 1992 (P.L. 107-69)*** | Provides for the security of dams, facilities and resources under the jurisdiction of the Bureau of Reclamation. Authorizes the Secretary of the Interior to authorize law enforcement personnel from the Department of the Interior to enforce Federal laws and regulations within a Reclamation Project or on Reclamation lands. |
| ***The Civil Service Reform Act of 1978 (5 U. S. C. 1701)*** | Requires each executive agency to conduct a continuing program to eliminate the under-representation of minorities and women in professional, administrative, technical, clerical, and other blue collar employment categories within the Federal services. |
| ***The Civil Rights Act of 1964, as amended (42 U.S.C. 2000)*** | Requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity. |
| ***The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520)*** | Provides national Federal information policy, and requires that automatic data processing and telecommunication technologies be acquired and used to improve services, delivery, and productivity, and to reduce the information processing burden for the Federal government and the general public. |
| ***The Electronic FOIA Act of 1996 (P.L. 104-231)*** | Requires that government offices make more information available in electronic format to the public. |
| ***The Information Technology Management Reform Act of 1996 (P.L. 104-106 §5001)*** | Requires agencies to more effectively use Information Technology to improve mission performance and service to the public, and strengthen the quality of decisions about technology and mission needs through integrated planning, budgeting, and evaluation. |
| ***The Chief Financial Officers Act of 1990 (U.S.C. 501)*** | Requires that a Chief Financial Officer be appointed by the Director of OMB and that this CFO will provide for the production of complete, reliable, timely and consistent financial information for use by the executive branch of the Government and the Congress in the financing, management, and evaluation of Federal programs. |
| ***The Government Performance and Results Act of 1993 (P.L. 103-62)*** | Requires 10 federal agencies to launch a 3-year pilot project beginning in 1994, to develop annual performance plans that specify measurable goals, and produce annual reports showing how they are achieving those goals. |

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| ***P.L. 101-512, November 5, 1990*** | Authorizes BLM to negotiate and enter into cooperative arrangements with public and private agencies, organizations, institutions, and individuals to implement challenge cost share programs. |
| ***Notification and Federal Employee Anti-discrimination and Retaliation Act of 2001 (P.L. 107-174)*** | Requires Federal agencies be accountable for violations of antidiscrimination and whistleblower protection laws, and for other purposes. |
| ***Safe Drinking Water Act Amendments of 1977 (42 U.S.C. 201)*** | Requires compliance with all Federal, State, or local statutes for safe drinking water. |
| ***E-Government Act of 2002 (P.L. 107-374)*** | Requires the use of internet-based information technology to improve public access to information and to promote electronic services and processes. |

***Specific Authorizing Legislation -*** In addition to the above laws that provide general authorization and parameters, a number of laws authorize specific program activities, or activities in specific or designated areas.

## Soil, Water and Air Management

***Consolidated Appropriations Act, 2005 (P.L. 108-447) – including the authorizations:***

- Watershed Restoration Projects (P.L. 106-291,Section 331, as amended by P.L. 108-447, Division E, Section 336) - permits the Colorado State Forest Service to perform watershed restoration and protection services on BLM lands in the State of Colorado when similar and complementary work is being performed on adjacent state lands.

- Snake River Water Rights Act of 2004(P.L. 108-447, Division J, Title X) – Directs BLM to transfer, at the selection of the Nez Perce Tribe, certain land managed by the BLM in northern Idaho to the Bureau of Indian Affairs to be held in trust for the Tribe. Existing rights and uses on the selected lands remain in effect until the date of expiration of the lease or permit. The fair market value of the parcels of land selected by the Tribe is not to exceed $7 million.

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| ***Burnt, Malheur, Owyhee, and Powder River Basin Water Optimization Feasibility Study Act of 2001 (P.L. 107-237)*** | Authorizes the Secretary of the Interior to conduct feasibility studies on water optimization in the Burnt River, Malheur River, Owyhee River, and Powder River Basins. |
| ***Colorado River Basin Salinity Control Act Amendment of 1984 (43 U.S.C. 1593)*** | Directs the Department to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit. |

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| ***Soil and Water Resources Conservation Act of 1977 (16 U.S.C. 2001)*** | Provides for conservation, protection and enhancement of soil, water, and related resources. |
| ***The Clean Air Act of 1990, as amended (42 U.S.C. 7401, 7642)*** | Requires BLM to protect air quality, maintain Federal and State designated air quality standards, and abide by the requirements of the State implementation plans. |
| ***The Clean Water Act of 1987, as amended (33 U.S.C. 1251)*** | Establishes objectives to restore and maintain the chemical, physical and biological integrity of the nation's water. |
| ***P.L. 107-30*** | Provides further protections for the watershed of the Little Sandy River as part of the Bull Run Watershed Management Unit, Oregon, and adds responsibilities for the Secretary of the Interior and the Bureau of Land Management. |

## Range Management

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| ***Taylor Grazing Act of 1934 (43 U.S.C. 315), as amended by the Act of August 28, 1937 (43 U.S.C. 1181d)*** | Authorizes the establishment of grazing districts, regulation and administration of grazing on the public lands, and improvement of the public rangelands. It also authorizes the Secretary to accept contributions for the administration, protection, and improvement of grazing lands, and establishment of a trust fund to be used for these purposes. |
| ***Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908)*** | Provides for the improvement of range conditions to assure that rangelands become as productive as feasible for watershed protection, livestock grazing, wildlife habitat, and other rangeland values. The act also authorizes:<br>• Research on wild horse and burro population dynamics, and facilitates the humane adoption or disposal of excess wild free roaming horses and burros, and<br>• Appropriation of $10 million or 50 percent of all moneys received as grazing fees, whichever is greater, notwithstanding the amount of fees collected. |
| ***Bankhead Jones Farm Tenant Act of 1937 (7 U.S.C. 1010 et seq.)*** | Authorizes management of acquired farm tenant lands, and construction and maintenance of range improvements. It directs the Secretary of Agriculture to develop a program of land conservation and utilization to adjust land use to help control soil erosion, conduct reforestation, preserve natural resources, develop and protect recreational facilities, protect watersheds, and protect public health and safety. |
| ***Carl Levin and Howard P. "Buck" McKeon National Defense Authorization Act for Fiscal Year 2015 (P.L. 113-291)*** | Provides authority to continue the terms and conditions of a grazing permit or leases that has expired until any environmental analysis and documentation has been completed. |

## Forest Management

***Healthy Forests Restoration Act of 2003 (P.L. 108-148)* – 16 U.S.C. 6501 et seq.**

Authorized the BLM and the U.S. Forest Service to conduct hazardous fuels reduction projects on federal land in wildland-urban interface areas and on certain other federal lands using expedited procedures.

***Forest Ecosystem Health & Recovery Fund (P.L. 102-381)***

The initial purpose of this fund was to allow quick response to fire and reforestation of forests damaged by insects, disease, and fire. Expanded authorization in the 1998 Interior and Related Agencies Appropriations Act allows activities designed to reduce the risk of catastrophic damage to forests in addition to responding to damage events. Funds in this account are derived from the Federal share (defined as the portion of receipts not paid to the counties under 43 U.S.C. 1181f and 43 U.S.C. 1181-1 et seq., and P.L. 106-393) of receipts from all BLM timber salvage sales and all BLM forest health restoration treatments funded by this account. The authority to make deposits and to spend from this fund was provided in the 2010 Interior Appropriations Act (P.L. 111-88, 123 STAT. 2906) and expires at the end of fiscal year 2015.

***Sec. 347 of Public Law 105-277, as amended by Public Law 108-7 and Public Law 113-79***

Permanently authorizes the Bureau of Land Management, via agreement or contract as appropriate, to enter into stewardship contracting projects with private persons or other public or private entities to perform services to achieve land management goals for the national forests and the public lands that meet local and rural community needs.

## Riparian Management

***The Federal Noxious Weed Act of 1974, as amended (7 U.S.C. 2814)***

Provides for the designation of a lead office and a person trained in the management of undesirable plants; establishment and funding of an undesirable plant management program; completion and implementation of cooperative agreements with State agencies; and establishment of integrated management systems to control undesirable plant species.

***Noxious Weed Control Act of 2004 (P.L. 108-412)***

Establishes a program to provide assistance through States to eligible weed management entities to control or eradicate harmful, nonnative weeds on public and private lands.

***Carlson-Foley Act of 1968 (42 U.S.C. 1241-1243)***

Authorizes BLM to reimburse States for expenditures associated with coordinated control of noxious plants.

## Cultural Resources Management

***P.L. 107-346***

To convey certain property to the City of St. George, Utah, in order to provide for the protection and preservation of certain rare paleontological resources on that property, and for other purposes.

***The Federal Cave Resource Protection Act of 1988 (16 U.S.C. 4301)***

Provides for the protection of caves on lands under the jurisdiction of the Secretary, and the Secretary of Agriculture. Establishes terms and conditions for use permits, and penalties for violations.

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| ***The Historic Sites Act (16 U.S.C. 461)*** | Declares national policy to identify and preserve historic sites, buildings, objects, and antiquities of national significance, providing a foundation for the National Register of Historic Places. |
| ***The National Historic Preservation Act of 1966, as amended (16 U.S.C. 470)*** | Expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places. |
| ***The Archaeological Resources Protection Act of 1979, as amended (16 U.S.C. 470a, 470cc and 470ee)*** | Requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violations, and requires Federal agencies to identify important resources vulnerable to looting and to develop a tracking system for violations. |
| ***The Chacoan Culture Preservation Act of 1980 (16 U.S.C. 410; ii)*** | Provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 archaeological protection sites, located throughout the San Juan Basin on public, State, Indian and private lands. |
| ***The Native American Graves Protection and Repatriation Act of 1990 (25 U.S.C. 3001)*** | Requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years. |
| ***Galisteo Basin (New Mexico) Archaeological Sites Protection Act (P.L. 108-208)*** | Authorizes the Secretary of the Interior to administer the designated sites under this Act and other laws to protect, preserve, provide for research on, and maintain these archaeological resources. |

## Wild Horse and Burro Management

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| **Wild Free-Roaming Horse and Burro Act of 1971 (P.L. 92-195), as amended** | The Secretary is authorized and directed to protect and manage wild free-roaming horses and burros as components of the public lands, and he may designate and maintain specific ranges on public lands as sanctuaries for their protection and preservation, where the Secretary after consultation with the wildlife agency of the State wherein any such range is proposed and with the Advisory Board established in section 7 of this Act deems such action desirable. The Secretary shall manage wild free-roaming horses and burros in a manner that is designed to achieve and maintain a thriving natural ecological balance on the public lands. |

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| ***Federal Land Policy and Management Act of 1976, as amended (43 U.S.C. 1701 et seq.)*** | For the purpose of furthering knowledge of wild horse and burro population dynamics and their interrelationship with wildlife, forage and water resources, and assisting the Secretary in making his determination as to what constitutes excess animals, the Secretary shall contract for a research study of such animals with such individuals independent of Federal and State government as may be recommended by the National Academy of Sciences for having scientific expertise and special knowledge of wild horse and burro protection, wildlife management and animal husbandry as related to rangeland management. |
| ***Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908)*** | Based on the information available to him at the time, if the Secretary determines that overpopulation of wild free-roaming horses and burros exists on a given area of the public lands and that action is necessary to remove excess animals, he shall immediately remove excess animals from the range so as to achieve appropriate management levels. Such action shall be taken until all excess animals have been removed so as to restore a thriving natural ecological balance to the range, and protect the range from the deterioration associated with overpopulation.<br><br>The Secretary shall cause such number of additional excess wild free-roaming horses and burros to be humanely captured and removed for private maintenance and care for which he determines an adoption demand exists by qualified individuals, and for which he determines he can assure humane treatment and care (including proper transportation, feeding, and handling). |

## Wildlife Management

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| ***National Fish and Wildlife Foundation Establishment Act, as amended, (16 U.S.C. 3701)*** | Established the National Fish and Wildlife Foundation as a nonprofit corporation to encourage, accept and administer private gifts of property, and to undertake activities to further the conservation and management of fish, wildlife, and plant resources of the U.S. |
| ***The Migratory Bird Conservation Act of 1929, as amended (16 U.S.C. 715) and treaties pertaining thereto*** | Provides for habitat protection and enhancement of protected migratory birds. |
| ***The Sikes Act of 1974, as amended (16 U.S.C. 670 et seq.)*** | Provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies. |

## Wilderness Management

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| ***Defense Department FY 2006 Authorization Bill (P.L. 109-63)*** | Provides for the designation and management of Cedar Mountain Wilderness in Utah. |
| ***Tax Relief and Health Care Act of 2006*** | Designates wilderness in White Pine County, Nevada. |

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| ***Otay Mountain Wilderness Act of 1999*** | Establishes the Otay Mountain Wilderness Area in California, to be managed by the Secretary, acting through the Director of the Bureau of Land Management. |
| ***Clark County Conservation of Public Land and Natural Resources Act of 2002 (P.L. 107-282) (16 USC 460qqq)*** | Establishes Wilderness Areas, including Sloan Canyon National Conservation Area, and to promote conservation, improve public land, and provide for high quality development in Clark County, Nevada, and for other purposes. |
| ***Ojito Wilderness Act (P.L. 109-94)*** | Designates New Mexico's Ojito Wilderness Study Area as wilderness, to take certain land into trust for the Pueblo of Zia, and for other purposes. |
| ***P.L. 107-361*** | Authorizes the Secretary of the Interior to convey certain public lands within the Sand Mountain Wilderness Study Area in Idaho to resolve an occupancy encroachment dating back to 1971. |
| ***Northern California Coastal Wild Heritage Wilderness Act (P.L. 106-362)*** | Provides for the designation and management of Wilderness Areas in California. |
| ***Big Sur Wilderness and Conservation Act of 2002 (P.L. 107-370)*** | Designates certain lands in the State of California as components of the National Wilderness Preservation System, and for other purposes. |
| ***Utah West Desert Land Exchange Act of 2000 (P.L. 106-301)*** | Authorizes exchange of public lands for certain lands owned by the State of Utah within existing and proposed Wilderness Study Areas in the West Desert Region of Utah. |
| ***The Land Use Planning Act (P. L. 94-579), as amended by the California Desert Protection Act of 1994 (P.L. 103-433) (43 USC 1781)*** | Establishes boundaries and management responsibilities for areas in the California Desert, and establishes 69 new Wilderness Areas. |
| ***The Wilderness Act of 1964 (16 U.S.C. 1131 et seq.)*** | Provides for the designation and preservation of Wilderness Areas. |
| ***Carl Levin and Howard P. "Buck" McKeon National Defense Authorization Act for Fiscal Year 2015 (P.L. 113-291)*** | Establishes the Rocky Mountain Front Conservation Management Area in Montana including 13,087 acres of BLM land; withdraws certain lands in the North Fork Federal Lands Withdraw Area from all forms of location, entry, and patent under mining laws, and disposition under all laws relating to mineral leasing and geothermal leasing; and designates 26,000 acres of land as wilderness. |

## Recreation Resources Management

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| ***Federal Lands Recreation Enhancement Act (P.L. 104-134)*** | Provides authority to the Bureau of Land Management for collection of recreation fees to maintain and improve the quality of visitor amenities and services. |
| **The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460 et seq.)** | Provides for the establishment of the Land and Water Conservation Fund, special BLM accounts in the Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes. Authorizes planning, acquisition, and development of needed land and water areas and facilities. |

## Oil & Gas Management

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| ***The Act of March 3, 1909, as amended, and the Act of May 11, 1938 (25 U.S.C. 396, 396(a))*** | Provides the basic mandate under which BLM supervises minerals operations on Indian Lands. Provides that lands allotted to Indians, and unallotted tribal Indian lands, may be leased for mining purposes, as deemed advisable by the Secretary. |
| ***The Federal Oil and Gas Royalty Management Act of 1982 (30 U.S.C. 1701) (FOGRMA)*** | Comprehensive law dealing with royalty management on Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections, and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters, and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and non-energy leasable minerals. |
| ***Energy Policy and Conservation Act Amendments of 2000 (P.L. 106-469, Section 604) –*** | Directs the Secretary of the Interior, in consultation with the Secretaries of Agriculture and Energy, to conduct an inventory of all onshore Federal lands to determine reserve estimates of oil and gas resources underlying the lands and the extent and nature of any impediments to development of the oil and gas resources. |
| ***The Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, et seq.)*** | Establishes a new oil and gas leasing system, and changes certain operational procedures for onshore Federal lands. |
| ***The Combined Hydrocarbon Leasing Act of 1981 (30 U.S.C. 181, 351)*** | Permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop, and produce tar sands. Authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980. |
| ***Reorganization Plan No. 3 of 1946, §402 (60 Stat. 1099)*** | Transferred mineral leasing functions to the Secretary, from the Secretary of Agriculture, for certain acquired lands. |
| ***The Interior and Related Agencies Appropriations Act for 1981 (42 U.S.C. 6508)*** | Provides for competitive leasing of oil and gas in the National Petroleum Reserve in Alaska. |

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| ***The Geothermal Steam Act of 1970 (30 U.S.C. 1001)*** | Authorizes the Secretary to issue leases for the development of geothermal resources. |
| ***The Geothermal Steam Act Amendments of 1988*** | Lists significant thermal features within the National Park System requiring protection, provides for lease extensions and continuation of leases beyond their primary terms, and requires periodic review of cooperative or unit plans of development. |
| ***The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a)*** | Establishes policy of fostering development of economically stable mining and minerals industries, their orderly and economic development, and studying methods for disposal of waste and reclamation. |
| ***The Act of March 3, 1879, as amended (43 U.S.C. 31(a))*** | Provides for the inventory and classification of the public lands, and examination of the geologic structure, mineral resources, and products of the national domain. |
| ***Consolidated and Further Continuing Appropriations Act, 2015 (P.L. 113-235)*** | Provides authority for an Internet-based oil and gas leasing program. |
| ***Carl Levin and Howard P. "Buck" McKeon National Defense Authorization Act for Fiscal Year 2015 (P.L. 113-291)*** | Authorizes processing fee for applications for permit to drill (APD) for 2016 through 2026, with collections deposited into and permanently appropriated from the BLM Permit Processing Fund (PPIF),except in years 2016 through 2019 when only 85 percent of APD fee revenues are permanently appropriated. The NDAA also permanently extends BLM access to the mineral lease rent revenues deposited in the PPIF. Prior to enactment of the NDAA, BLM access to the PPIF would have expired at the end of 2015, in accordance with Section 365 of the Energy Policy Act of 2005, which created the PPIF. Amends the Mineral Leasing Act to provide authority for establish and implement internet leasing for on-shore oil and gas leases. |

## Coal Management

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| ***The Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1201 et seq.)*** | Provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species. |
| ***The Federal Coal Leasing Amendments Act of 1976 (30 U.S.C. 201, et seq.)*** | Requires competitive leasing of coal on public lands, and mandates a broad spectrum of coal operations requirements for lease management. |
| ***The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a)*** | Establishes policy of fostering development of economically stable mining and minerals industries, their orderly and economic development, and studying methods for disposal of waste and reclamation. |
| ***The Act of March 3, 1879, as amended (43 U.S.C. 31(a))*** | Provides for the inventory and classification of the public lands, and examination of the geologic structure, mineral resources, and products of the national domain. |

## Other Mineral Resources

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| ***Mineral Materials Act of 1947 (30 U.S.C. 601)*** | Authorizes the BLM to sell sand, gravel, crushed stone, clay and pumice at fair market value and to grant free-use permits to Government agencies and nonprofit organizations, so long as public land resources, the environment and the public are protected. |
| ***The Multiple Surface Use Act (30 U.S.C. 611)*** | Specified that sand, gravel, and certain other minerals were no longer locatable under the General Mining Law of 1872 but were subject to disposal by sale under the Materials Act of 1947. |

## Alaska Conveyance

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| ***The Alaska Native Claims Settlement Act of 1971 (ANCSA) (43 U.S.C. 1612)*** | Requires the survey of Alaska Native lands for conveyance to Native corporations and individuals. |
| ***The Alaska Statehood Act, as amended (48 U.S.C. Chap. 2 note)*** | Requires the survey of lands for conveyance to the State. |
| ***The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.)*** | Provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six Wild and Scenic Rivers, nine study rivers, one National Conservation Area, one National Recreation Area, and one National Scenic Highway. |
| ***Alaska Native Allotment Subdivision Act (P.L. 108-337)*** | Allows Native Alaskans to subdivide their restricted allotment lands with the approval of the Secretary of the Interior. |
| ***Alaska Land Acceleration Act of 2003 (P.L. 108-452)*** | Reduces the delays that exist in the adjudication and conveyance of Alaska Native Allotments, State and other land entitlements that are authorized under the Alaska Native Allotment Act of 1906, the Alaska Native Claims Act, and the Alaska Statehood Act. |
| ***43 U.S.C. 2*** | Provides that the Secretary shall perform all executive duties pertaining to the surveying and sale of public lands, private claims of public lands, and the issuing of patents for all grants of land under the authority of the Government. |
| ***43 U.S.C. 52*** | Provides that the Secretary shall cause all public lands to be surveyed and monumented, that all private land claims shall be surveyed after they have been confirmed, and that the Secretary shall transmit plats of all lands surveyed to such officers as he may designate. |

## Cadastral Survey

***Executive Order 12906***

The executive branch is developing, in cooperation with State, local, and tribal governments, and the private sector, a coordinated National Spatial Data Infrastructure to support public and private sector applications of geospatial data. BLM is charged with developing data standards, ensuring the capability to share cadastral data from the Public Land Survey System of the U.S. with partners.

## Lands & Realty

***Native American Technical Corrections Act of 2004 (P.L. 108-204, Title II)***

Placed in trust for the Pueblo of Santa Clara in New Mexico approximately 2,484 acres of BLM-managed land. Placed in trust for the Pueblo of San Ildefonso in New Mexico approximately 2,000 acres of BLM-managed land.

***P.L. 107-374***

Direct the Secretary of the Interior to grant to Deschutes and Crook Counties, Oregon, a right-of-way to West Butte Road.

***P. L. 109-46***

Directs the Secretary of Agriculture to convey certain land to Lander County, Nevada, and the Secretary of Interior to convey certain land to Eureka County, Nevada, for continued use of cemeteries.

***P. L. 109-69***

Directs the Secretary of the Interior to convey certain land in Washoe County, Nevada, to the Board of Regents of the University and Community College System of Nevada.

***P. L. 109-130***

Directs the Secretary of the Interior to convey a parcel of real property to Beaver County, Utah.

***Southern Nevada Public Land Management Act of 1998 (P.L. 105-263)***

Authorizes the disposal through sale of 27,000 acres in Clark County, Nevada, the proceeds of which are distributed as follows: (a) 5 percent for use in the general education program of the State of Nevada; (b) 10 percent for use by Southern Nevada Water Authority for water treatment and transmission facility infrastructure in Clark County, Nevada; and (c) the remaining 85 percent to be used to acquire environmentally sensitive lands in Nevada; to make capital improvements to areas administered by NPS, FWS and BLM in Clark County, Nevada; to develop a multi-species habitat plan in Clark County, Nevada; to develop parks, trails, and natural areas in Clark County, Nevada; and to provide reimbursements for BLM costs incurred in arranging sales and exchanges under this Act.

***Clark County Conservation of Public Land and Natural Resources Act of 2002 (P.L. 107-282) as amended by P.L. 108-447***

Enlarges the area in which the BLM can sell lands under the Southern Nevada Public Land Management Act; approves a land exchange in the Red Rock Canyon Area; designates wilderness; designates certain BLM lands for a new airport for Las Vegas; and gives land to the State and City for certain purposes.

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| ***Lincoln County Lands Act of 2000 (P.L. 106-298)*** | Authorizes disposal of certain Federal lands through public sale in Lincoln County, Nevada, and provides for use of the receipts: 5 percent to the State of Nevada, 10 percent to the County, and 85 percent to an interest bearing account that is available for expenditure without further appropriation. |
| ***Lincoln County Conservation, Recreation and Development Act (PL 108-424)*** | Addresses a wide-range of public lands issues in Lincoln County, Nevada, designates as wilderness 768,294 acres of BLM-managed lands and releases from wilderness study area (WSA) status 251,965 acres of public land. The bill also directs the BLM to dispose of up to 90,000 acres of public land and divides the proceeds 85 percent to a federal fund and 15 percent to state and county entities, establishes utility corridors, transfers public lands for state and county parks, creates a 260-mile OHV trail and resolves other public lands issues. |
| ***Consolidated Appropriations Act, 2005 (P.L. 108-447) – including the authorizations:*** | • Foundation for Nevada's Veteran's Land Transfer Act of 2004 (P.L. 108-447, Division E, Section 144) – authorizes the transfer of public lands from the BLM to the Veteran's Administration for the construction and operation of medical and related facilities.<br><br>• To Resolve a Minor Boundary Encroachment on Lands of the Union Pacific Railroad Company in Tipton, CA (P.L. 108-447, Division E, Section 139) – relinquishes the Federal government's reversionary interest in an abandoned railroad right-of-way in order to clear the cloud on the title of a small parcel of private land.<br><br>• Federal Land Recreation Enhancement Act (P.L. 108-447, Division J, Title VIII) – Gives the BLM authority to collect entrance fees at certain recreation areas for ten years beginning in 2005. |
| ***P.L. 107-324*** | A bill to direct the Secretary of the Interior to convey certain land to the City of Haines, Oregon. |
| ***T'uf Shur Bien Preservation Trust Area Act (P.L. 108-7, Division F, Title IV)*** | Amended FLPMA, Section 316, to require that any corrections to land conveyance documents which affect the boundaries of land administered by a federal agency other than the BLM be made only after consultation with, and the approval of, the head of such other agency. |
| ***P.L. 107-371*** | Directs the Secretary of the Interior to disclaim any Federal interest in lands adjacent to Spirit Lake and Twin Lakes in Idaho resulting from possible omission of lands from an 1880 survey. |
| ***P.L. 107-350*** | Provides for the conveyance of certain public land in Clark County, Nevada, for use as a shooting range. |
| ***P.L. 107-138*** | Require the valuation of non-tribal interest ownership of subsurface rights within the boundaries of the Acoma Indian Reservation, and for other purposes. |
| ***P.L. 106-206*** | Revised authority for commercial filming and still photography activities. In doing so, it clarifies authority on the requirements for commercial filming and still photography permits and establishes limitations on filming activities for the protection of resources. |

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| ***Ivanpah Valley Airport Public Land Transfer Act (P.L. 106-145)*** | Authorizes sale at fair market value of certain lands in Clark County, Nevada to Clark County, for use as an airport. Provides that the funds be deposited in the special account for the Southern Nevada Public Lands Act, to be used for acquisition of private in-holdings in the Mojave National Preserve and protection of petroglyph resources in Clark County, Nevada. |
| ***The Burton-Santini Act (P.L. 96-586)*** | Authorizes the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada. The proceeds are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada. |
| ***The Federal Power Act of 1920, as amended (16 U.S.C. 818)*** | Allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval. |
| ***The Act of May 24, 1928, as amended (49 U.S.C. App. 211-213)*** | Authorizes the Secretary to lease contiguous unappropriated public lands (not to exceed 2,560 acres) for a public airport. |
| ***The Airport and Airway Improvement Act of 1982 (49 U.S.C. 2215)*** | Authorizes conveyance of lands to public agencies for use as airports and airways. |
| ***The Engle Act of February 28, 1958 (43 U.S.C. 156)*** | Provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress. |
| ***The Recreation and Public Purposes Act of 1926, as amended (43 U.S.C. 869)*** | Authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. |
| ***The R&PP Amendment Act of 1988*** | Provides that suitable public lands may be made available for use as solid waste disposal sites, in a manner that will protect the U.S. against unforeseen liability. |
| ***The Desert Land Act of 1877 (43 U.S.C. 321-323)*** | Provides authority to reclaim arid and semi-arid public lands of the western States through individual effort and private capital. |
| ***The Act of August 30, 1949, as amended (43 U.S.C. 687(b))*** | Authorizes the Secretary to dispose of public lands, and certain withdrawn Federal lands in Alaska, that are classified as suitable for housing and industrial or commercial purposes. |
| ***The Utah School Lands Act (P.L. 103-93)*** | Authorizes the Secretary to enter into land exchanges for certain purposes. |
| ***Federal Land Exchange Facilitation Act of 1988 (43 U.S.C. 1716)*** | Amends FLPMA to provide for the streamlining of Federal land exchange procedures. |
| ***The Arkansas-Idaho Land Exchange Act of 1992 (P.L. 102-584)*** | Authorizes the Secretary to enter into land exchanges for certain purposes. |

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| ***Carl Levin and Howard P. "Buck" McKeon National Defense Authorization Act for Fiscal Year 2015 (P.L. 113-291)*** | Authorizes the Secretary to enter into land exchanges and to convey land for certain purposes. |

## Hazard Management and Resource Restoration

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| ***The Clean Water Act of 1987, as amended (33 U.S.C. 1251)*** | Establishes objectives to restore and maintain the chemical, physical and biological integrity of the nation's water. |
| ***The Resource Conservation and Recovery Act as amended by Federal Facility Compliance Act of 1992 (42 U.S.C. 6901-6992)*** | Authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. Waives sovereign immunity for Federal agencies with respect to all Federal, State, and local solid and hazardous waste laws and regulations. Makes Federal agencies subject to civil and administrative penalties for violations, and to cost assessments for the administration of the enforcement. |
| ***The Comprehensive Environmental Response, Compensation, and Liability Act of 1980 as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673)*** | Provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. Requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed, and requires responsible parties, including Federal agencies, to clean-up releases of hazardous substances. |
| ***Community Environmental Response Facilitations Act of 1992 (42 U.S.C. 9620(h))*** | Amendment to the *Comprehensive Environmental Response, Compensation, and Liability Act of 1980*, as amended, which expands on the risk assessment requirements for land transfers and disposal. |
| ***The Emergency Planning and Community Right-To-Know Act of 1986 (42 U.S.C. 11001-11050)*** | Requires the private sector to inventory chemicals and chemical products, to report those in excess of threshold planning quantities, to inventory emergency response equipment, to provide annual reports and support to local and State emergency response organizations, and to maintain a liaison with the local and state emergency response organizations and the public. |
| ***The Pollution Prevention Act of 1990 (42 U.S.C. 13101-13109)*** | Requires and encourages prevention and reduction of waste streams and other pollution through minimization, process change, and recycling. Encourages and requires development of new technology and markets to meet the objectives. |

## Annual Maintenance

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| ***National Dam Inspection Act of 1972 (33 U.S.C. 467)*** | Requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. |

## National Conservation Lands

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| ***The King Range National Conservation Area Act of 1970, as amended (P.L. 91-476) (16 U.S.C. 460y)*** | Provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes. It authorizes the Secretary to enter into land exchanges and to acquire lands or interests in lands within the national conservation area. |
| ***Alaska National Interest Lands Conservation Act (P.L. 96-487) (16 USC 460mm)*** | Established the Steese National Conservation Area to be managed by the BLM. |
| ***National Parks and Recreation Act of 1978 Amendment (P.L. 101-628)*** | Establishes the Yaquina Head Outstanding Natural Area in the State of Oregon in order to protect the unique scenic, scientific, educational, and recreational values of such lands. Requires the Secretary of the Interior to develop a management plan for such Area. The Secretary of the Interior shall manage the monument through the Bureau of Land Management. |
| ***Arizona Desert Wilderness Act of 1990 – Title II – Designation of the Gila Box Riparian National Conservation Area (P.L. 101-628) (16 USC 460ddd)*** | Establishes the Gila Box Riparian National Conservation Area. The Secretary of the Interior shall manage the monument through the Bureau of Land Management. |
| ***The Snake River Birds of Prey National Conservation Area Act of 1993 (P.L. 103-64) (16 USC 460iii)*** | Establishes the Snake River Birds of Prey National Conservation Area, Idaho, to provide for the conservation, protection, and enhancement of raptor populations, habitats, and associated natural resources and of the scientific, cultural, and educational resources of the public lands. Requires the Secretary of the Interior to finalize a new comprehensive management plan for the Area. Authorizes the Secretary, acting through the Bureau of Land Management, to establish a visitor's center to interpret the history and geological, ecological, natural, cultural and other resources of the Area and biology of the raptors and their relationships to humans. |
| ***An Act to Establish the Red Rock Canyon National Conservation Area in Nevada (P.L. 101-621) as amended by 107-282 (16 U.S.C. 460ccc)*** | Provides for the conservation, protection, and enhancement of cultural and natural resources values by the BLM within the Red Rock Canyon National Conservation Area. |
| ***An Act to Establish the El Malpais National Monument and the El Malpais National Conservation Area in New Mexico, P.L. 100-225 (16 U.S.C. 460uu 21)*** | Provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the BLM. |

| | |
|---|---|
| ***An Act to Provide for the Designation and Conservation of Certain Lands in Arizona and Idaho(P.L. 100-696) (16 U.S.C. 460xx)*** | Establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple-use purposes. |
| ***Black Canyon of the Gunnison National Park and Gunnison Gorge National Conservation Area Act of 1999 (6 USC 410fff), as amended (PL 106-76 & 108-128)*** | Establishes the Gunnison Gorge National Conservation Area to be managed by the Secretary, acting through the Director of the Bureau of Land Management. PL 108-128 amended the boundaries or the National Conservation Area. |
| ***Black Rock Desert/High Rock Canyon Emigrant Trails National Conservation Area Act of 2000, as amended, (P.L. 106-554 & P.L. 107-63). (16 U.S.C. 460ppp)*** | Establishes the Black Rock Desert/High Rock Canyon Emigrant Trails National Conservation Area in Nevada, to be managed by the Secretary, acting through the Director of the Bureau of Land Management. |
| ***Colorado Canyons National Conservation Area and Black Ridge Canyon Wilderness Act of 2000 (16 U.S.C. 460mmm, P.L. 106-353 ), as amended by P.L. 108-400 (43 USC 460mmm)*** | Establishes the McInnis Canyons National Conservation Area (formerly Colorado Canyons National Conservation Area) and Black Ridge Canyon Wilderness Area in Colorado, to be managed by the BLM. |
| ***Las Cienegas National Conservation Area Act (P.L. 106-538) (16 U.S.C. 460ooo)*** | Establishes the Las Cienegas National Conservation Area in Arizona, to be managed by the Secretary, acting through the Director of the Bureau of Land Management. |
| ***Santa Rosa and San Jacinto Mountains National Monument Act of 2000 (P.L. 106-351) (16 U.S.C. 431)*** | Establishes the Santa Rosa and San Jacinto Mountains National Monument in California, to be managed by the Secretary, acting through the Director of the Bureau of Land Management. |
| ***Steens Mountain Cooperative Management and Protection Act of 2000 (P.L. 106-399) (16 U.S.C. 460nnn)*** | Establishes the Steens Mountain Cooperative Management and Protection Area in Oregon, to be managed by the Secretary, acting through the Director of the Bureau of Land Management. |
| ***Presidential Proclamation 6920 of 1996*** | Established the Grand Staircase - Escalante National Monument, to be managed by the Secretary of the Interior, acting through the Director of the Bureau of Land Management. |

| | |
|---|---|
| ***Presidential Proclamation 7265 of 2000*** | Established the Grand Canyon - Parashant National Monument. The Secretary of the Interior shall manage the monument through the Bureau of Land Management and the National Park Service. The Bureau of Land Management shall have primary management authority for those portions of the Monument outside of the Lake Mead National Recreation Area. |
| ***Presidential Proclamation 7264 of 2000*** | Established the California Coastal National Monument. The Secretary of the Interior shall manage the monument through the Bureau of Land Management. |
| ***Presidential Proclamation 7263 of 2000*** | Established the Agua Fria National Monument. The Secretary of the Interior shall manage the monument through the Bureau of Land Management. |
| ***P.L. 107-213*** | Re-designate certain lands within the Craters of the Moon National Monument, and for other purposes. |
| ***The Wild and Scenic Rivers Act of 1968, as amended (16 U.S.C. 1271 et seq.)*** | Provided for the development and management of certain rivers. Authorized the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System. |
| ***The National Trails System Act of 1968, as amended (16 U.S.C. 1241-1249)*** | Established a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the LWCF. |
| ***The National Parks and Recreation Act of 1978 (16 U.S.C. 1242-1243)*** | Established a number of national historic trails which cross public lands. |
| ***Old Spanish Trail Recognition Act of 2002 (P.L. 107-325)*** | A bill to amend the National Trails System Act to designate the Old Spanish Trail as a National Historic Trail. |
| ***Presidential Proclamation 8803 of 2012*** | Established the Fort Ord National Monument. |
| ***Presidential Proclamation 8946 of 2013*** | Established the Rio del Norte National Monument. |
| ***Presidential Proclamation 8947*** | Established the San Juan Islands National Monument. |
| ***Presidential Proclamation 9131*** | Established the Organ Mountains-Desert Peaks National Monument. |

## Mining Law Administration

| | |
|---|---|
| ***The Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66)*** | Establishes an annual $100 per claim maintenance fee for unpatented mining claims and sites through 1998 and requires that the fee be adjusted for inflation. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. It also establishes a $25 per claim location fee for new claims, to be paid when they are recorded with BLM. The Act also broadened the BLM's authority to collect recreation use fees. |
| ***The General Mining Law of 1872, as amended (30 U.S.C. 22, et seq.), as amended by P.L. 108-447, Division E, Section 120, (30 U.S.C. 23 et seq.)*** | Provides for locating and patenting mining claims where a discovery has been made for locatable minerals on public lands in specified States, mostly in the western U.S. |
| ***The Act of March 3, 1879, as amended, (43 U.S.C. 31(a))*** | Provides for the inventory and classification of the public lands, and examination of the mineral resources and products of the national domain. |
| ***The Mining and Minerals Policy Act of 1970, (30 U.S.C. 21a) (30 U.S.C. 1601, et seq.)*** | Sets out the policy of fostering development of economically stable mining and mineral industries, and studying methods for waste disposal and reclamation. |
| ***The Department of the Interior and Related Agencies Appropriations Act for 1989 (43 U.S.C. 1474)*** | Provides that receipts for 1989 and thereafter from administrative fees (service charges) established by the Secretary for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for mining law administration program operations. |
| ***The 1994 Interior and Related Agencies Appropriations Act (P.L. 103-138)*** | Provides that funds shall be available to BLM for mining law administration program operations, to be reduced by amounts collected from annual mining claim fees. |
| ***The 1999 Interior and Related Agencies Appropriations Act ( P.L. 105-277)*** | Reauthorizes the collection of annual mining claim maintenance fees through 2001. Extends the recreation fee demonstration program through fiscal year 2001, with collected funds remaining available through fiscal year 2004. |
| ***The 2002 Interior and Related Agencies Appropriations Act ( P.L. 107-63)*** | Reauthorizes the collection of annual mining claim maintenance fees through 2003. Extends the recreation fee demonstration program through fiscal year 2004, with collected funds remaining available through fiscal year 2007. |

## Other Authorizations

| | |
|---|---|
| ***The Food Security Act of 1985 (7 U.S.C. 148f)*** | Provides for the transfer of funds to the Secretary of Agriculture for Mormon cricket and grasshopper control. |

| | |
|---|---|
| ***Indian Self Determination And Education Assistance Act (P.L. 93-638)*** | Provides for non-competitive contracts, grants, or cooperative agreements entered into between a tribal organization and the Federal government for the planning, conduct, and administration of programs which enhance Indian educational achievement or provide other Federal services more responsive to the needs and desires of those communities. |
| ***Oregon Land Exchange Act of 2000 (P.L. 106-257)*** | Authorizes exchange of specified parcels of public and national forest lands in Oregon for specified parcels of private lands. |
| ***P.L. 109-127*** | Revokes a Public Land Order with respect to certain lands erroneously included in the Cibola National Wildlife Refuge, California. |

Summary of Requirements
*(dollars in thousands)*

| | 2014 Actual | | 2015 Enacted | | 2016 President's Budget | | | | | | | Change from 2015 Enacted | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Transfers | | Program Changes | | Requested Amount | | | |
| | *FTE* | Amount | *FTE* | Amount | Fixed Cost | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount |
| Land Resources | | | | | | | | | | | | | |
| Soil, Water & Air Management | *221* | 42,939 | *221* | 43,239 | +359 | - | -863 | - | +4,020 | *221* | 46,755 | - | +3,516 |
| Rangeland Management | *633* | 79,000 | *633* | 79,000 | +1,021 | - | -601 | *-25* | -2,976 | *608* | 76,444 | *-25* | -2,556 |
| Grazing Administration Management | - | - | - | - | +0 | - | +0 | *+85* | +16,500 | *85* | 16,500 | *+85* | +16,500 |
| *Grazing Administration Management Offset* | | - | | - | *+0* | - | *+0* | | *-16,500* | | *-16,500* | | *-16,500* |
| Public Domain Forest Mgmt | *72* | 9,838 | *72* | 9,838 | +180 | - | -38 | - | +0 | *72* | 9,980 | - | +142 |
| Riparian Management | *159* | 21,321 | *159* | 21,321 | +324 | - | -201 | *+2* | +1,340 | *161* | 22,784 | *+2* | +1,463 |
| Cultural Resources Mgmt | *116* | 15,131 | *116* | 15,131 | +274 | - | -199 | - | +2,000 | *116* | 17,206 | - | +2,075 |
| Wild Horse & Burro Mgmt | *172* | 77,245 | *172* | 77,245 | +327 | - | -10 | - | +2,993 | *172* | 80,555 | - | +3,310 |
| Total, Land Resources | *1,373* | *245,474* | *1,373* | *245,774* | *+2,485* | - | *-1,912* | *+62* | *+7,377* | *1,435* | *253,724* | *+62* | *+7,950* |
| Wildlife & Fisheries | | | | | | | | | | | | | |
| Wildlife Management | *250* | 52,338 | *250* | 52,338 | +409 | - | -366 | *+20* | +37,000 | *270* | 89,381 | *+20* | +37,043 |
| Fisheries Management | *85* | 12,530 | *85* | 12,530 | +190 | - | -35 | - | - | *85* | 12,685 | - | +155 |
| Total, Wildlife & Fisheries | *335* | *64,868* | *335* | *64,868* | *+599* | - | *-401* | *+20* | *+37,000* | *355* | *102,066* | *+20* | *+37,198* |
| Threatened & Endangered Species | *152* | 21,458 | *152* | 21,458 | +305 | - | -196 | - | +0 | *152* | 21,567 | *+0* | +109 |
| Recreation Management | | | | | | | | | | | | | |
| Wilderness Management | *146* | 18,264 | *146* | 18,264 | +295 | - | - | - | - | *146* | 18,559 | - | +295 |
| Recreation Resources Management | *372* | 48,697 | *372* | 48,697 | +654 | - | -1,615 | *+5* | +9,115 | *377* | 56,851 | *+5* | +8,154 |
| Total, Recreation Management | *518* | *66,961* | *518* | *66,961* | *+949* | - | *-1,615* | *+5* | *+9,115* | *523* | *75,410* | *+5* | *+8,449* |
| Energy & Minerals Management | | | | | | | | | | | | | |
| Oil & Gas Management | *595* | 80,877 | *347* | 53,183 | +867 | - | -11 | *-16* | +5,632 | *331* | 59,671 | *-16* | +6,488 |
| Oil & Gas Permit Processing from Fee Collection | *275* | 32,500 | *275* | 32,500 | - | - | - | *-234* | -25,375 | *41* | 7,125 | *-234* | -25,375 |
| Oil & Gas Inspection Activities | *[265]* | [38,000] | *270* | 41,126 | - | - | - | *+15* | +6,874 | *285* | 48,000 | *+15* | +6,874 |
| *Less: Offsetting Fees (Permit Processing and Inspection)* | | *-32,500* | | *-32,500* | - | - | - | | *-15,500* | | *-48,000* | | *-15,500* |
| Coal Management | *66* | 9,595 | *66* | 9,595 | +173 | - | - | - | +1,100 | *66* | 10,868 | - | +1,273 |
| Other Mineral Resources | *82* | 10,586 | *82* | 10,586 | +193 | - | - | - | +1,100 | *82* | 11,879 | - | +1,293 |
| Renewable Energy | *144* | 29,061 | *144* | 29,061 | +295 | - | - | - | - | *144* | 29,356 | - | +295 |
| Total, Energy & Minerals Management | *1,162* | *130,119* | *1,184* | *143,551* | *+1,528* | - | *-11* | *-235* | *-26,169* | *949* | *118,899* | *-235* | *-24,652* |

*(continued)*

Summary of Requirements (continued)
*(dollars in thousands)*

| | 2014 Actual | | 2015 Enacted | | 2016 President's Budget | | | | | | | Change from 2015 Enacted | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Transfers | | Program Changes | | Requested Amount | | | |
| | *FTE* | Amount | *FTE* | Amount | Fixed Cost | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount |
| Realty & Ownership Management | | | | | | | | | | | | | |
| Alaska Conveyance | *111* | 22,000 | *111* | 22,000 | +220 | - | - | - | - | *111* | 22,220 | - | +220 |
| Cadastral Survey | *87* | 11,276 | - | - | - | - | | - | | - | - | - | - |
| Land & Realty Management | *271* | 34,382 | - | - | - | - | | - | | - | - | - | - |
| Cadastral, Lands & Realty Mgmt | *[358]* | [45,658] | *358* | 45,658 | +652 | - | -58 | - | +5,000 | *358* | 51,252 | - | +5,594 |
| Total, Realty & Ownership Management | *469* | *67,658* | *469* | *67,658* | *+872* | - | *-58* | - | *+5,000* | *469* | *73,472* | - | *+5,814* |
| Communication Site Management | *15* | 2,000 | *15* | 2,000 | - | - | - | - | - | *15* | 2,000 | - | - |
| *Offsetting Collections* | - | *-2,000* | | *-2,000* | - | - | - | - | - | | *-2,000* | - | - |
| Resource Protection & Maintenance | | | | | | | | | | | | | |
| Resource Mgmt Planning, Assessment, & Monitoring | *214* | 37,125 | *214* | 38,125 | +416 | - | - | *+3* | +20,800 | *217* | 59,341 | - | +21,216 |
| Abandoned Mine Lands | *63* | 16,687 | *63* | 16,987 | +159 | - | - | - | +2,800 | *63* | 19,946 | - | +2,959 |
| Law Enforcement | *131* | 25,325 | *131* | 25,325 | +270 | - | -100 | - | - | *131* | 25,495 | - | +170 |
| Hazardous Materials Management | *94* | 15,612 | *94* | 15,612 | +204 | - | -30 | - | - | *94* | 15,786 | - | +174 |
| Total, Resource Protection & Maintenance | *502* | *94,749* | *502* | *96,049* | *+1,049* | - | *-130* | *+3* | *+23,600* | *505* | *120,568* | - | *+24,519* |
| Transportation & Facilities Maintenance | | | | | | | | | | | | | |
| Annual Maint. & Ops | *248* | 38,637 | *248* | 38,637 | +491 | - | -686 | - | +500 | *248* | 38,942 | - | +305 |
| Def. Maint. & Cap. Improvements | *43* | 26,995 | *43* | 26,995 | +152 | - | +0 | - | +4,240 | *43* | 31,387 | - | +4,392 |
| Total, Trans & Facilities Maint. | *291* | *65,632* | *291* | *65,632* | *+643* | - | *-686* | - | *+4,740* | *291* | *70,329* | - | *+4,697* |
| Mining Law Administration | *319* | 39,696 | *319* | 39,696 | - | - | - | - | - | *319* | 39,696 | - | - |
| *Offsetting Collections* | | *-39,696* | | *-39,696* | - | - | - | - | - | | *-39,696* | | - |
| Workforce & Organizational Support | | | | | | | | | | | | | |
| Administrative Support | *287* | 47,127 | *287* | 47,127 | +540 | - | - | - | +3,275 | *287* | 50,942 | - | +3,815 |
| Bureauwide Fixed Costs | | 92,901 | | 91,010 | +2,635 | - | - | - | - | - | 93,645 | - | +2,635 |
| IT Management | *97* | 25,696 | *97* | 25,696 | +262 | - | - | - | - | *97* | 25,958 | - | +262 |
| Total, Workforce & Organizational Support | *384* | *165,724* | *384* | *163,833* | *+3,437* | - | - | - | *+3,275* | *384* | *170,545* | - | *+6,712* |
| Challenge Cost Share | *5* | 2,413 | *5* | 2,413 | +3 | - | - | - | +10,000 | *5* | 12,416 | - | +10,003 |
| National Monuments and National Conservation Areas | *241* | 31,819 | *241* | 31,819 | +461 | - | +5,009 | *+20* | +11,181 | *261* | 48,470 | - | +16,651 |
| Total, Management of Lands & Resources | *5,766* | *956,875* | *5,788* | *970,016* | *+12,331* | - | - | *-125* | *+85,119* | *5,663* | *1,067,466* | *(148)* | *+97,450* |

## Justification of Fixed Costs and Internal Realignments
## Management of Lands and Resources

*(Dollars In Thousands)*

| Fixed Cost Changes and Projections | 2015 Total or Change | 2015 to 2016 Change |
|---|---|---|
| **Change in Number of Paid Days** | **+0** | **+2,079** |
| This column reflects changes in pay associated with the change in the number of paid days between 2015 and 2016. Total paid days for FY 2016 is 262 which is one day (+1) increase from FY2015 paid days of 261. FTE hours for FY2016 is 2096 | | |
| **Pay Raise** | **+5,317** | **+6,582** |
| The change reflects the salary impact of a programmed pay raise increases. This estimate relects one quarter (October-December) of the programmed pay raise for 2015. This estimate reflects three quarter (January - September) of the programmed pay raise for 2016. | | |
| **Seasonal Federal Health Benefit Increase** | **+0** | **+29** |
| The change reflects changes in the fixed cost portion of the Seasonal Health Benefits Model. Remaining costs associated with offering Health Benefits to seasonal employees are reflected as program changes in the Administrative Support subactivity. | | |
| **Employer Contribution to FERS** | **38,957** | **+204** |
| The change reflects the directed increase of 0.5% in employer's contribution to the Federal Employee Retirement System. This estimate captures an increase of 0.5% to FY2016 employer contribution to the Federal Employee Retirement Service (FERS). The FY2015 FERS contribution assumption was 13.2%. The FY2016 level is 13.7%. The baseline for these estimates is the FY2014 pay actuals. | | |
| **Departmental Working Capital Fund** | **24,024** | **777** |
| The change reflects expected changes in the charges for centrally billed Department services and other services through the Working Capital Fund. These charges are detailed in the Budget Justification for Department Management. | | |
| **Departmental Working Capital Fund ITT** | **717** | **-116** |
| The change reflects expected changes in the charges for centrally billed Department services through the Working Capital Fund. | | |
| **Worker's Compensation Payments** | **8,405** | **-252** |
| The adjustment is for changes in the costs of compensating injured employees and dependents of employees who suffer accidental deaths while on duty. Costs for 2016 will reimburse the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273. | | |
| **Unemployment Compensation Payments** | **6,858** | **123** |
| The adjustment is for projected changes in the costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-499. | | |
| **Rental Payments** | **63,393** | **2,905** |
| The adjustment is for changes in the costs payable to General Services Administration (GSA) and others resulting from changes in rates for office and non-office space as estimated by GSA, as well as the rental costs of other currently occupied space. These costs include building security; in the case of GSA space, these are paid to Department of Homeland Security (DHS). Costs of mandatory office relocations, i.e. relocations in cases where due to external events there is no alternative but to vacate the currently occupied space, are also included. | | |
| **O&M Increases from Moves out of GSA-Space into Bureau Space** | **-** | **-** |
| In accordance with space maximization efforts across the Federal Government, this adjustment captures the associated increase to baseline operations and maintenance requirements resulting from movement out of GSA or direct-leased (commercial) space and into Bureau-owned space. While the GSA portion of fixed costs will go down as a result of these moves, Bureaus often encounter an increase to baseline O&M costs not otherwise captured in fixed costs. This category of funding properly adjusts the baseline fixed cost amount to maintain steady-state funding for these requirements. | | |

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# Land Resources

# Activity: Land Resources

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| **Soil, Water & Air Management** | *$000* | 42,939 | 43,239 | +359 | -863 | +4,020 | 46,755 | +3,516 |
| | *FTE* | 221 | 221 | | +0 | +0 | 221 | +0 |
| **Rangeland Management** | *$000* | 79,000 | 79,000 | +1,021 | -601 | -2,976 | 76,444 | -2,556 |
| | *FTE* | 633 | 633 | | +0 | -25 | 608 | -25 |
| **Grazing Administration Management** | *$000* | 0 | 0 | +0 | +0 | +16,500 | 16,500 | +16,500 |
| | *Offset* | 0 | 0 | +0 | +0 | -16,500 | -16,500 | -16,500 |
| | *FTE* | 0 | 0 | | +0 | +85 | 85 | +85 |
| **Public Domain Forest Mgmt** | *$000* | 9,838 | 9,838 | +180 | -38 | +0 | 9,980 | +142 |
| | *FTE* | 72 | 72 | | +0 | +0 | 72 | +0 |
| **Riparian Management** | *$000* | 21,321 | 21,321 | +324 | -201 | +1,340 | 22,784 | +1,463 |
| | *FTE* | 159 | 159 | | +0 | +2 | 161 | +2 |
| **Cultural Resources Mgmt** | *$000* | 15,131 | 15,131 | +274 | -199 | +2,000 | 17,206 | +2,075 |
| | *FTE* | 116 | 116 | | +0 | +0 | 116 | +0 |
| **Wild Horse & Burro Mgmt** | *$000* | 77,245 | 77,245 | +327 | -10 | +2,993 | 80,555 | +3,310 |
| | *FTE* | 172 | 172 | | +0 | +0 | 172 | +0 |
| **Total, Land Resources** | ***$000*** | **245,474** | **245,774** | **+2,485** | **-1,912** | **+7,377** | **253,724** | **+24,450** |
| | ***FTE*** | **1,373** | **1,373** | | **+0** | **+62** | **1,435** | **+62** |

## Justification of the 2016 Program Changes

The 2016 budget request for the Land Resources activity is $253,724,000 and 1,435 FTE. This reflects net program changes totaling +$7,377,000 and +62 FTE and internal transfers totaling -$1,912,000 and 0 FTE from the 2015 enacted level.

## Activity Description

This activity provides for integrated management of public land renewable and cultural resources. The BLM manages these resources on a landscape basis, with each program contributing to the overall health of the land. Conserving, restoring, and sustaining land health is the foundation for the BLM's renewable resources management and is key to the agency's long-term strategic vision. Livestock grazing, timber harvesting and other resource uses can be sustained over time only if the land is managed to restore or sustain a healthy condition.

The programs in this activity, in concert with other BLM programs, work together to support the BLM mission by providing renewable resources, commercial and recreational uses and aesthetic benefits through healthy forests, healthy rangeland ecosystems, functioning watersheds and properly functioning riparian habitat. The BLM provides forage for livestock, protects cultural values, and maintains thriving wild horse and burro herds.

# Activity: Land Resources
# Subactivity: Soil, Water & Air Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Soil, Water & Air Management | *$000* | 42,939 | 43,239 | +359 | -863 | +4,020 | 46,755 | +3,516 |
| | *FTE* | 221 | 221 | | +0 | +0 | 221 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Soil, Water & Air Management: | ($000) | FTE |
|---|---|---|
| Enhance Core Capability | +1,520 | +0 |
| Youth in the Great Outdoors | +2,500 | +0 |
| Internal Transfer to National Conservation Lands | -863 | +0 |
| Total | +3,157 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Soil, Water & Air Management activity is $46,755,000, and 221 FTE. It reflects program changes of +$4,020,000 and 0 FTE and an internal transfer of -$863,000 and 0 FTE from the 2015 enacted level.

**Enhance Core Capabilities (+$1,520,000/0 FTE) –** The 2016 budget request includes a program increase of $1.5 million. The additional funds will better enable the BLM to meet its highest priority needs to meet federal and state regulatory requirements and compliance reporting, as well as enhance soil information necessary for project specific planning and emergency stabilization. The funds will be used to increase regional air resource monitoring and modeling efforts, specifically designed to share data across Federal agencies and support regional conventional and renewable energy development; enhance the development of Ecological Site Descriptions on range lands and within pilot areas for forestry, riparian and wetlands; increase water quantity compliance monitoring and reporting necessary to meet regulatory requirements as well as protect Federal reserve water rights; and support watershed assessment projects that promote an integrated implementation approach across BLM programs.

**Youth in the Great Outdoors (+$2,500,000/0 FTE)** – The 2016 budget request includes a $2.5 million increase for the Secretary's Youth in the Great Outdoors Initiative. The increased funding will allow the BLM to expand efforts to provide opportunities for the next generation to play, learn, serve, and work on public lands. Special consideration will be given to those programs that provide youth from diverse backgrounds with hands-on learning in Science, Technology, Engineering, and Mathematics (STEM), and prepare them for careers in STEM fields.

**Transfer to National Conservation Lands (-$863,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $863,000 will be transferred from Soil, Water and Air Management. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount

represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

The Soil, Water & Air Management Program supports a significant number of BLM activities and use authorizations, including energy development, endangered species recovery, grazing, recreation, and fire rehabilitation, that rely on the management of soil, water and air resources. The Soil, Water & Air Management Program collects and analyzes the soil, water, and air resource data needed to manage natural resources effectively, and applies expertise to assess, sustain, protect, and improve the productivity and resiliency of public lands. This data is a key component of sustainable BLM land management decisions. The program relies heavily on collaborative public-private partnerships to improve and enhance watershed, landscape, and air-shed conditions.

The Soil, Water & Air Management Program is responsible for:

- Compliance with anti-pollution laws such as the Clean Water Act and the Clean Air Act;
- Conducting soil surveys to understand soil distribution, properties and responses to various uses, as well as to understand important climate change processes such as terrestrial carbon sequestration;
- Developing ecological site descriptions to understand the processes that influence the type, amount, and distribution of vegetation within defined landscapes as well as provide key information to land managers for climate adaptation strategies;
- Monitoring and managing soils to support current land-health standards, sustain plant and animal productivity, maintain associated water and air quality, as well as reduce threats to human health and safety;
- Monitoring water resource conditions and trends, protecting Federal water rights and, where appropriate, acquiring water rights to ensure adequate quantities of water for public land management purposes;
- Monitoring water quality as well as identifying, promoting and implementing best-management practices to maintain and improve functioning aquatic ecosystems;
- Reducing salt and sediment discharge to waters in order to ensure usable water supplies for millions of downstream users;
- Assessing and analyzing impacts to air quality, visibility, noise, and climate; and
- Reporting greenhouse gas emissions as required under Executive Order 13514.

### Means and Strategies

- The Soil Water & Air Management Program will continue to promote watershed function and soil stability as the primary means to achieve BLM performance goals. Priority will be placed on providing land managers with access to the expertise needed to identify, monitor and assess the environmental effects of actions, use authorizations and their associated decisions.
- A five-year water resource strategy is under development and will set the priorities for the Water Program through 2020. Drought conditions continue to affect the western U.S. and are exacerbating soil erosion, air quality issues and water shortages. The Soil, Water & Air Program is developing a water strategy with these threats at the forefront, and is working with other BLM programs, as well as collaborative partners, to develop

- approaches that assist in managing valuable fundamental resources under persistent drought conditions.
- The BLM has drafted manual sections for water quality and groundwater and plans to finalize both manuals in 2015, as well as draft a handbook for watershed assessments.
- An air resource handbook has been drafted and will be completed in 2015.
- A five-year soil resource strategy is under development and will set the priorities for the Soil Program through in 2020. The strategy will help identify ecosystem services provided by soils within a landscape or watershed, as well as identify ways to improve collaboration between other programs and partners.

**Critical Factors and Demands**

The BLM addresses a number of critical factors and demands in its Soil, Water and Air Program. These include the following:

- A changing climate and its potential to alter landscapes; the quantity, quality and distribution of water resources; soil quality; air quality; vegetative conditions and wildlife habitat; as well as associated socioeconomic values;
- Uncertainties regarding groundwater flows, soil properties and air resource impacts that, in many areas, influence decision-making;
- The establishment of extensive renewable energy development opportunities on public lands is a BLM priority. Hydrologists, soil scientists and air resource specialists are needed to assess and manage the resource impacts associated with this development.
- Greater water demands for economic development and requirements for ecosystem function are increasing the need to perfect and protect Federal water right interests.
- Stricter air quality standards, existing non-attainment areas, and visibility regulations are increasing the workload and technical demands associated with ensuring that activities that emit dust, ozone, smoke and other pollutants comply with the Clean Air Act.
- Increases in landscape disturbances magnify the challenges associated with meeting applicable water quality standards.

## 2016 Program Performance

The Soil, Water & Air Management Program will continue to make progress towards key performance goals in 2016. Primary focus areas will include:

**Water Quality** - Improving or maintaining water quality on public lands remains an important objective. Efforts will continue to focus on implementing and refining best management practices for new and existing land use authorizations and activities, changing current management practices where appropriate, and restoring degraded watershed function. Increasing core capabilities will allow the program to support integrated watershed assessment and implementation pilot projects.

**Ecological Site Descriptions (ESD)** - ESDs are considered the best analytical approach for predicting how vegetation will respond to changes in management or climate conditions at the local and landscape scales. The Soil, Water & Air Management Program will fund multiple projects to aid in the development of ESDs needed for sage-grouse habitat management and energy development planning. In 2015, the BLM began collaborating with the Natural Resources Conservation Service and the U.S. Forest Service through an Interagency

Workgroup to address ESD development and uses as they relate to soils, as well asinteragency training opportunities. The Interagency Workgroup will remain active in 2016. Increasing core capabilities will allow BLM's full participation in the implementation of ESDs across the landscape at all levels of the Bureau and provide funding for completion of ESDs in critical planning areas as well as in support of climate change priorities.

**Water Rights** – Demands for processing reserved and appropriative water rights actions with related litigation activities are expected to remain high. A typical workload ranges between 3,000 and 5,000 actions per year nationwide.

**Colorado River Salinity Control** - Efforts to reduce the transport of salts and sediment into the Colorado River will continue. The BLM annual performance goal associated with the Colorado River Salinity Control Program aims to reduce the transport of salts and sediment from public lands into the Colorado River system as well as aid in the improvement of land health within the basin.

**Air Resources** – The BLM expects to increase monitoring and assessment work in 2016 by approximately 20 percent above the 2015 levels, with the focus on regional projects.

**Groundwater Resources** - Efforts to understand the impacts of hydraulic fracturing and energy developments on groundwater will continue in 2016.

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# Activity: Land Resources
# Subactivity: Rangeland Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Rangeland Management | *$000* | 79,000 | 79,000 | +1,021 | -601 | -2,976 | 76,444 | -2,556 |
| | *FTE* | 633 | 633 | | +0 | -25 | 608 | -25 |
| Grazing Administration Management | *$000* | 0 | 0 | +0 | +0 | +16,500 | 16,500 | +16,500 |
| | *Offset* | 0 | 0 | +0 | +0 | -16,500 | -16,500 | -16,500 |
| | *FTE* | 0 | 0 | | +0 | +85 | 85 | +85 |

*Notes: "The Range Improvements current mandatory appropriation is a collaborative activity of the Rangeland Management program. The 2015 enacted amount (post-sequester) for Range Improvements is $9.28 million. The 2016 President's budget request for Range Improvements is $10 million.*

*- The Resource Development Protection & Management permanent mandatory appropriation is a collaborative activity of the Rangeland Management program. The 2014 budget authority amount (post-sequester) for Resource Development Protection & Management was $1.059 million. The 2015 estimated new budget authority amount for Resource Development Protection & Management is $1.141 million.*

*- More information on these collaborative activities is found at the end of this section in a table titled Other Resources Supporting Rangeland Management and in the Range Improvements and Miscellaneous Trust Funds chapters, respectively.*

| Summary of 2016 Program Changes/Internal Transfers for Rangeland Management: | ($000) | FTE |
|---|---|---|
| Shift to Fees | -2,976 | -25 |
| Internal Transfer to National Conservation Lands | -601 | +0 |
| Total | -3,577 | -25 |

## Justification of 2016 Program Changes

The 2016 budget request for the Rangeland Management Program is $76,444,000 and 608 FTE. This reflects a program change of $-2,976,000 and -25 FTE and an internal transfer of -$601,000 and 0 FTE from the 2015 enacted level.

**Grazing Permit Issuance/Shift Cost to Fees (-$2,976,000/-25 FTE)** – The budget proposes to shift a portion of the costs of issuing and managing grazing permits from appropriated funds to fees. The reduction of $3.0 million in the request for appropriations combined with the estimated $16.5 million in fee collections from a new grazing administration fee will result in a net increase of $13.5 million in funding resources available to address the grazing permit backlog. (Reference the Legislative Changes section below for a detailed description of the proposed administrative fee).

**Transfer to National Conservation Lands (-$601,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $601,000 will be transferred from Rangeland Managment. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the

amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Legislative Changes

***Permit Administrative Processing Fee -*** The 2016 budget includes appropriations language for a three-year pilot project to allow the BLM to recover some of the costs of issuing grazing permits/leases on BLM lands. The BLM would charge a permit administrative fee of $2.50 per Animal Unit Month, which would be collected along with current grazing fees. The budget estimates the permit administrative fee will generate $16.5 million in 2016 and that it will assist the BLM in processing pending applications for grazing permit renewals. During the period of the pilot, the BLM will promulgate regulations for the continuation of the administrative fee as a cost-recovery fee, to be in place once the pilot expires.

> *SEC. 417. Beginning on March 1, 2016, and only to the extent and in the amount provided in advance in appropriations Acts, the Secretary of Agriculture shall collect an annual administrative fee for grazing domestic livestock on National Forests in the 16 contiguous western States and on National Grasslands in the amount of $2.50 per head month for cattle and its equivalent for other livestock. The administrative fee shall be billed and collected using the process as provided in sections 222.50 through 222.52 of title 36, Code of Federal Regulations. Fees collected may be used, subject to appropriation, to offset the cost of administering the livestock grazing program. Nothing in this provision shall affect the calculation, collection, distribution, or use of the grazing fee under 43 U.S.C. 1751(b), title III of the Bankhead Jones Farm Tenant Act (7 U.S.C. 1010), and implementing regulations.*
>
> *In fiscal year 2016, beginning on March 1, 2016, and only to the extent and in the amount provided in advance in appropriations Acts, the Secretary of the Interior shall collect an administrative fee to offset the increased cost of administering the livestock grazing program on public lands managed by the Bureau of Land Management by charging $2.50 per Animal Unit Month, which shall be billed, collected, and subject to the penalties using the same process as the annual grazing fee in 43 C.F.R. 4130.8–1. Penalties assessed shall be deposited in the General Fund of the Treasury. Nothing in this provision affects the calculation, collection, distribution, or use of the grazing fee under 43 U.S.C. 315–315rr, 43 U.S.C. 1751(b), 43 U.S.C. 1905, Executive Order 12548, or administrative regulation.*

## Program Overview

### Program Components

The Rangeland Management Program focuses on efforts to maintain or improve public land health through monitoring and land health evaluations; administration of grazing use through 10-year permit renewals; development of grazing systems and range improvements; grazing permit compliance inspections; management of permittee, allotment and resource data; and management of invasive species and noxious weeds. Priorities are placed on processing the most environmentally sensitive permits first, in order to best manage livestock use and improve or maintain healthy land conditions.

The BLM manages approximately 17,750 livestock grazing permits and leases on the public lands. Livestock grazing is an integral part of the BLM multiple use mission and is authorized by the Taylor Grazing Act (1934), the Federal Land Policy Management Act (1976) and the Publi

Rangeland Improvement Act (1978).

Livestock grazing serves as an important tool that provides environmental benefits such as preservation of open space, managing fuel loads to reduce wildfire risks and enhances distribution of available water for wildlife. Ranchers often serve as the eyes and ears for public land managers and assist with public health and safety. They provide public lands information, report wildfires, assist in wildfire suppression when appropriate, restore land health, and assist in search and rescue operations.

Rangeland stewardship is recognized with an annual award presented by BLM. Success stories demonstrate to the public that good stewardship is improving rangelands.

The BLM also leverages grazing receipts with funds from local permittees/lessees to construct range improvement projects (reference the Range Improvement Account section for additional information). As described in the 2013 DOI Economic Report, the BLM's management of livestock grazing had a positive impact of $1.43 billion on the economy and supported 16,694 jobs nationwide.

Noxious weed and invasive species management is a critical component of the Rangeland Management Program. Cooperative Weed Management Area partnerships and other cooperative efforts leverage funding to assist with weed inventory, land treatments, monitoring, and project work to improve land health. The BLM is also striving to create Coordinated Invasive Species Management partnerships to leverage partnerships that will target invasive species on the public lands.

**Critical Factors**

Critical factors affecting the Rangeland Management Program include the following:

- A changing climatic regime, resulting in more frequent and severe floods and extended droughts, requires aggressive pursuit of adaptive management strategies.
- Frequent and severe wildfires have reduced the diversity of the western rangelands and have accelerated the spread of invasive species and noxious weeds.
- Changing and competing public demands require continuous assessment and modification of grazing practices and have made environmental reviews more complex.
- Development of public lands as part of the Secretary's Powering Our Future initiative for renewable and non-renewable energy and mineral resources may require mitigation efforts to offset loss of rangeland resources.
- Limited baseline data about soils, ecological sites, and factors associated with land health stressors, combined with limited monitoring data, have led to a large number of environmental lawsuits.
- Invasive and noxious weeds spreading over seventy-nine million acres of BLM-managed lands require greater efforts to control and manage.
- The complexity of permit processing has increased due to heightened National Environmental Policy Act complexity and legal challenges, mitigation and monitoring requirements, severe weather patterns, drought, catastrophic fire and other multiple use public land challenges.
- Catastrophic outbreaks of grasshopper and Mormon cricket populations that impact vegetation require emergency responses by the BLM and other Federal agencies

## Means and Strategies

The Rangeland Management Program coordinates with other BLM programs and partner organizations to achieve integrated vegetation management at the landscape level. In this coordinated effort, the Rangeland Management Program is addressing critical factors through multiple avenues, including:

- Using eco-regional assessments to identify conservation, development and restoration opportunities and strategies;
- Monitoring the effectiveness of grazing management in achieving land use plan and activity plan objectives, and in meeting land health standards;
- Collecting core indicator data in upland habitats and supporting landscape-level land health and condition monitoring;
- Conducting interdisciplinary land health evaluations on a watershed or landscape scale to help ensure a balanced approach to livestock grazing;
- Promoting adaptative management strategies;
- Ensuring that land health considerations and resource conflicts are the primary factors used to prioritize allotments for processing livestock grazing permit renewals;
- Using the permit issuance process, the Allotment Management Plans, and the Coordinated Resource Management Plans (RMP) to ensure scientifically-based livestock grazing management;
- Tiering permit renewals to RMPs and larger-scale NEPA documents;
- Completing a business process review in consultation with the U.S. Forest Service to look for efficiencies in the permit renewal process;
- Coordinating with other programs to work towards a national land treatment geospatial dataset that documents the location of treatments on the landscape and tracks their effectiveness;
- Educating youth about the importance and complexity of rangeland resources;
- Leveraging program funds with other Federal, State, and local agencies, permittees, and non-governmental organizations to implement on-the-ground Healthy Landscape and invasive species and noxious weed projects;
- Continuing research efforts in the use of livestock as a tool to decrease fuel loads, especially annual cheatgrass, to prevent catastrophic wildfire and restore desirable perennial grasses and forbs; and
- Collecting and sharing weed inventory data with Federal, State and county partners to identify weed infestation locations.

## Grazing Permit Renewal

In 2016, the BLM will continue to focus on processing the most environmentally sensitive grazing permits, including those authorizing grazing in priority sage-grouse habitat. Focusing on the most environmentally sensitive allotments allows for increased land health assessment and quantitative data collection efforts; improve the usefulness of RMP/EIS and site-specific NEPA analyses; and result in grazing management decisions that guide land health solutions for the future. This strategy will assist in ensuring that the backlog of unprocessed permits consists of the least environmentally-sensitive allotments that are more custodial in nature or are already meeting land health standards

**Chart 1**

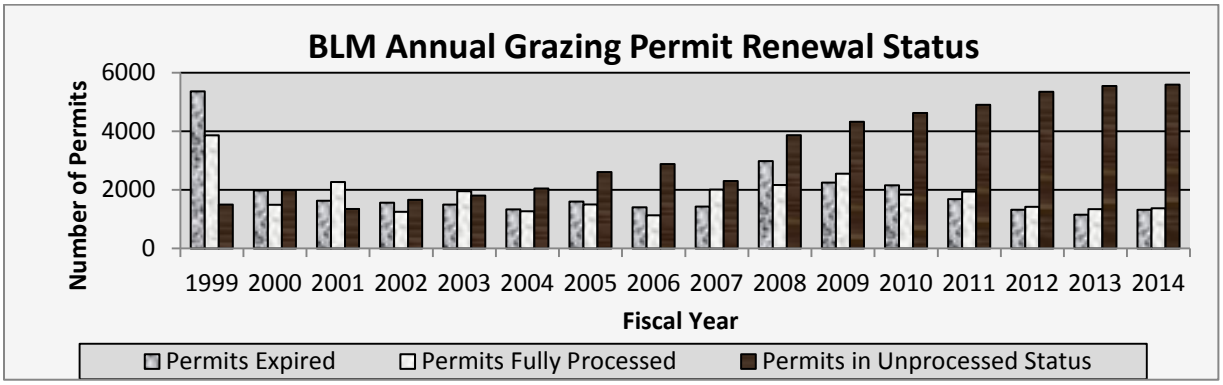


Chart 1 illustrates the status of processing grazing permits since 1999. Processing permits includes, at a minimum, NEPA and Endangered Species Act (ESA) compliance. Unprocessed permits are those issued in accordance with General Provisional language in Appropriations Acts.

**Chart 2**

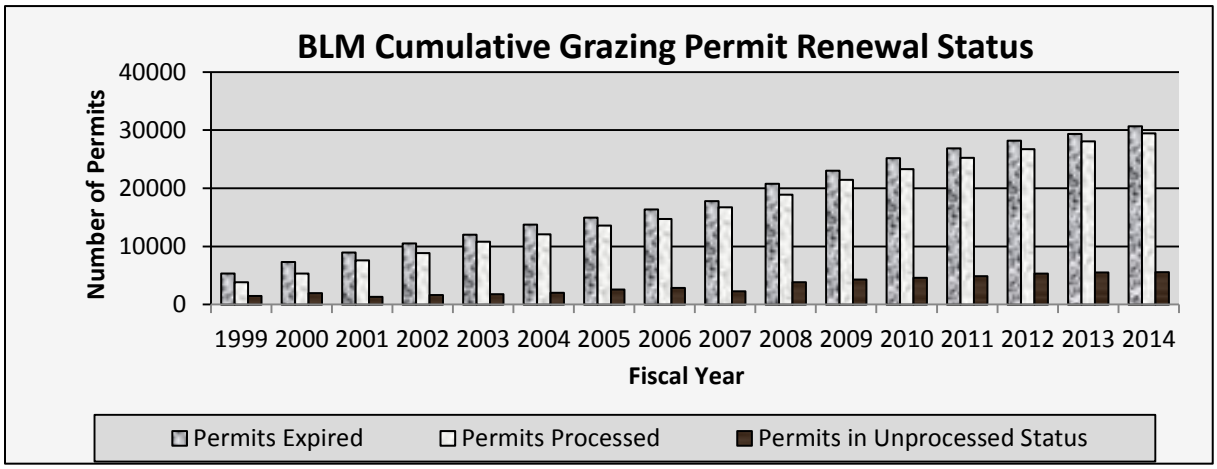


Chart 2 illustrates the cumulative number of permits processed since 1999. The number of permits processed per year is greater than the number of permits administered because some permits have expired more than once since 1999.

### Invasive Species and Weed Management

Land areas that contain fire-adapted ecosystems and surface disturbance activities are most vulnerable to noxious weed and invasive species. The Noxious Weed and Invasive Species Management Program in the BLM Rangeland Management Program addresses these issues on BLM lands throughout the West. The BLM manages invasive species and weeds to improve habitat in the riparian areas that are critical to 60 percent of the wildlife species in semi-arid environments and to improve the terrestrial habitat areas that are critical for the Greater Sage-Grouse. As part of the President's Priority Agenda on "Enhancing the Climate Resilience of America's Natural Resources", the BLM will continue to prioritize its ongoing Early Detection

and Rapid Response efforts and focus on areas where invasive species were previously unknown or limited in their expansion on public lands.

Internal and external partners are critical for the BLM to succeed in detecting, controlling and managing noxious weeds and invasive species. The Partners Against Weeds Action Plan, Pulling Together, National Strategy for Invasive Plant Management, and the National Invasive Species Management Plan assist in education, prevention, inventory, and monitoring efforts while using an Integrated Pest Management approach to control and restore areas impacted by weeds and invasive species. The 2016 Department of Interior Invasive Species Strategy will provide Interior agencies further guidance for forming partnerships and leveraging resources across agencies.

**Chart 3**

**BLM Inventory and Treatment of Weeds**

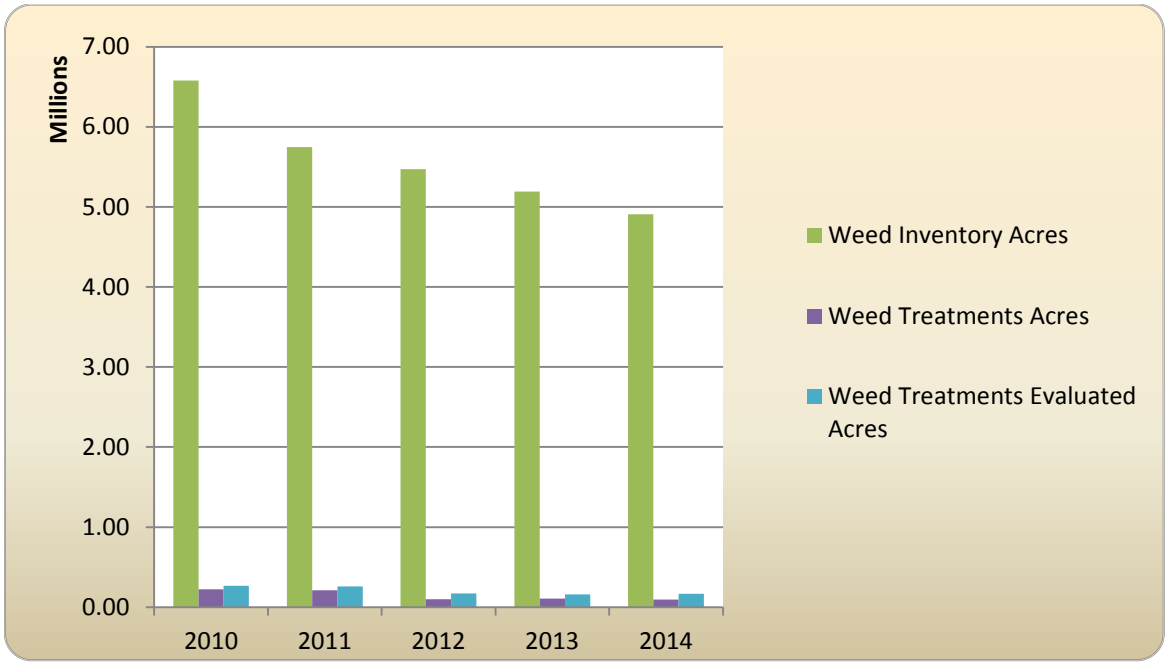


Chart 3 illustrates the number of acres inventoried and treated for weeds since 2010.

## Other Program Resources

| Other Resources Supporting Rangeland Management: | | | | | |
|---|---|---|---|---|---|
| | | 2014 Actual | 2015 Estimate | 2016 Estimate | Change from 2015 |
| Resource Development Protection & Management | *$000* | 1,057 | 1,713 | 1,713 | +0 |
| | *FTE* | 3 | 3 | 3 | +0 |
| Range Improvements | *$000* | 9,280 | 9,270 | 10,000 | +730 |
| | *FTE* | 36 | 36 | 36 | +0 |

*Notes:*

*- Resource Development Protection & Management amounts are shown as new budget authority derived from non-federal sources (contributed funds); the Taylor Grazing Act of 1934, as amended (43 USC 315h, 315i) appropriates these funds on a permanent basis. More information on Resource Development Protection & Management is found in the Miscellaneous Trust Funds chapter*

*- Range Improvements amounts are shown as new budget authority derived from 50 percent of the grazing fees collected on BLM-managed lands, with any difference appropriated from the General Fund; the annual Interior, Environment, and Related Agencies Appropriation Act appropriates these funds on a current basis. More information on Range Improvements budget request is found in the Range Improvements chapter*

*- Actual and estimated obligations, by year, for Resource Development Protection & Management and Range Improvements are found in President's Budget Appendix under the BLM section*

*"Amounts in 2014 and 2015 are shown net of sequestration*

## 2016 Program Performance

**Permit Renewal:** The BLM will continue to prioritize permit renewals based on environmental sensitivities and continue to review and use existing NEPA analyses as appropriate. When necessary, the BLM will supplement or tier to existing NEPA to address changes or analyze new information. When new NEPA is needed, BLM will analyze grazing use on an allotment or multiple allotment basis where appropriate. The BLM will continue to emphasize the collection of quantitative resource data for more defensible decisions, and will work closely with stakeholders, local governments, and the public during allotment plan development, evaluations and the NEPA process.

The BLM will use authorities provided in Federal Land Policy and Management Act as amended by PL 113-291 to continue to process the most environmentally sensitive allotments in preparation for renewing grazing permits. The BLM also plans to use the $16.5 million collected under the proposed permit administrative fee to process existing 235 grazing permits and leases, monitor 200 allotments, assess 1.5 million acres of watersheds, and complete 185 land health evaluations.

In addition, about one-half of the $16.5 million will be used to support new permit processing and monitoring of livestock use in sage-grouse habitat. The increase in monitoring effort is expected to occur in the allotments currently monitored. There will be an increased number of compliance visits to each allotment 3,000 to 4,000 other allotments within sage-grouse habitat.

The grazing permit/lease processing work is included within DOI Strategic Measure 'Percent of grazing permits and leases processed as planned consistent with applicable resource management plans'. Barring a catastrophic fire season in 2016, BLM field offices would be able to utilize the monitoring and land health assessment data collected from the past few years to

complete NEPA and other work related to grazing permits renewals.

**Noxious and Invasive Weeds and other invasive species:** The BLM will continue to inventory invasive and noxious weeds and other invasive species infestation on BLM lands. The BLM will identify and treat high-priority areas and monitor treated areas to determine the effectiveness of treatments. These efforts contribute to the DOI Strategic Measure 'Percent of baseline acres infested with invasive plant species that are controlled.'

**Land Health Assessment and Monitoring:** BLM-managed rangelands are assessed and monitored to direct management actions to areas not meeting desired conditions. Data collected during rangeland assessment and monitoring activities are used as one component in determining the DOI Strategic Measure 'Percent of DOI acres that have achieved desired conditions where condition is known and as specified in management plans.'

**Land Restoration:** Land treatments and project completion data will be used to determine the DOI Strategic Measure 'Number of DOI acres restored to the condition specified in management plans.

# Activity: Land Resources
# Subactivity: Public Domain Forest Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Public Domain Forest Management | *$000* | 9,838 | 9,838 | +180 | -38 | +0 | 9,980 | +142 |
| | *FTE* | 72 | 72 | | +0 | +0 | 72 | +0 |

Summary of 2016 Program Changes/Internal Transfers for Public Domain Forest Management:

| | ($000) | FTE |
|---|---|---|
| Internal Transfer to National Conservation Lands | -38 | +0 |
| Total | -38 | +0 |

| Other Resources Supporting Public Domain Forest Mgmt: | | | | | |
|---|---|---|---|---|---|
| | | 2014 Actual | 2015 Estimate | 2016 Estimate | Change from 2015 |
| Forest Ecosystem Health & Recovery | *$000* | 4,524 | 3,601 | 6,396 | +2,795 |
| | *FTE* | 48 | 48 | 48 | +0 |
| USFS Forest Pest Control | *$000* | 310,000 | 606,000 | 500,000 | -106,000 |
| | *FTE* | 0 | 0 | 0 | +0 |

*Notes:*

*- Forest Ecosystem Health & Recovery amounts are shown as new budget authority derived from the federal share of receipts from all BLM timber salvage sales, and from BLM forest health restoration treatments funded by this account; 43 USC 1736a appropriates these funds on a permanent basis. Forest Ecosystem Health & Recovery is used on both Public Domain Forestry and Oregon and California Grant Lands. More information on Forest Ecosystem Health & Recovery is found in the Permanent Operating Funds chapter.*

*- Amount in 2014 and 2015 for Forest Ecosystem Health & Recovery shown net of sequestration*

*- Actual and estimated obligations, by year for Forest Ecosystem Health & Recovery are found in President's Budget Appendix under the BLM section*

*- USFS Forest Pest Control amounts are shown as estimated transfers. More information on USFS Forest Pest Control is found in the U.S. Forest Service budget Justifications. USFS Forest Pest Control is used on both and Oregon and California Grant Lands*

## Justification of 2016 Program Changes

The 2016 budget request for the Public Domain (PD) Forestry Management Program is $9,980,000 and 72 FTE and reflects an internal transfer of -$38,000.

**Transfer to National Conservation Lands (-$38,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $38,000 will be transferred from Public Domain Forest Management. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

# Program Overview

## Program Components

The PD Forest Management Program manages and conserves 58 million acres of forests in 12 western States, including Alaska. The PD Forests have broad uses and serve the public, both directly and indirectly. Forests store and filter water for aquifers and reservoirs; offer opportunities for recreation; provide habitat for thousands of species; support timber and other jobs; provide millions of board feet of lumber and thousands of tons of biomass for alternative energy. Maintaining resilient forests and woodlands also plays an important role in carbon sequestration and providing clean air. According to the Department of the Interior's 2013 Economic Impact Report, timber harvested from PD forests supported $156 million in economic activity, and biomass from BLM forests has become part of the feedstock that meets various State and Federal renewable energy portfolio standards.

In coordination with other vegetation management programs, the PD Forest Management Program seeks large landscape approaches to managing land resources. The program maintains and improves the resilience of forest and woodland ecosystems. Density management through timber sales and stewardship contracts is essential to maintaining resilient forests. The program also administers various requirements of the Department of the Interior such as regulation, accounting and record keeping, volume estimation, appraisal, and permitting of vegetative materials under the Materials Act of 1947.

Healthy, resilient forests provide habitat for a variety of flora and fauna, including whitebark pine, an Endangered Species Act (ESA) candidate currently classified as "warranted, but precluded." Maintaining healthy and productive forests requires active management. A century of wildfire suppression has left forests choked with fuels that contribute to costly, catastrophic fires, while changing climate and drought reduces the resiliency of the forests and leaves the trees vulnerable to damage from insects and disease.

The BLM leverages Forest Ecosystem Health and Recovery funding, USDA Forest Health Protection funding, and stewardship authority to maximize program accomplishments. The program also coordinates with the Wildland Fire Management Program to leverage funds for hazardous fuels reduction projects.

## Critical Factors

Critical factors affecting the Public Domain Forest Management program include:

- Approximately 14 million acres (or 24 percent) of PD forests are overstocked and at increased risk of insect and disease attacks and catastrophic wildfire. Prime among these risks are the mountain pine beetle and the spruce budworm, which are currently killing intermountain pine and fir on BLM forestlands. In addition, an invasive fungus, white pine blister rust, has infiltrated the colder altitudes where whitebark pine thrives. The U.S. Fish and Wildlife Service (FWS) judges that these factors, along with fire and warming climate, undermine species' viability and may cause the whitebark pine to disappear within two to three generations. Other high elevation species such as limber pine and bristlecone pine are likely to face similar threats soon.

- The capacity of BLM foresters to plan and implement treatments on the ground to take advantage of the increase in demand for wood products as economic conditions are improving, sawmills are reopening, and bioenergy facilities are coming online is critical to increasing forest resilience. Since most forest health and restoration treatments are accomplished through the sale of timber and by-products resulting from the treatments, purchasers of forest product raw materials decrease the BLM's cost of conducting treatments and restoration on a per acre basis.
- Maintaining support and supply to local industry infrastructure is critical to accomplishing necessary forest management treatments over the long term.
- Energy prices and high unemployment rates increase the demand for firewood in rural areas, leading to significant increases in illegal taking of woodland resources. For example, in Cuba, New Mexico, thousands of local individuals, including many Native Americans, use pinyon-juniper forests for cooking and heating their homes, cutting trees with a legal permit. Demand for firewood recently increased, perhaps due to economic hardship and rising propane prices. As a result, illegal woodcutting occurred in areas popular for hiking and valued for scenic and resource values. BLM New Mexico foresters quickly moved to develop more legal firewood areas to meet local demand; inventory stolen trees for timber theft reports and citations; patrol both legal firewood areas as well as areas of illegal woodcutting; and conduct community outreach and educational meetings. As a result, Farmington and Rio Puerco Field Office Law Enforcement Rangers have seen a decline in illegal woodcutting.
- Collaborating with local communities and partners is critical to implementing successful forest conservation projects that support rural economies and provide outstanding customer service.
- Biomass from BLM forest and woodland projects has become part of the feedstock that energy companies are relying on to meet various State and Federal renewable energy portfolio standards.

**Drought, Wildfire, and Forests**

Extreme drought and drought-fueled wildfires plagued much of the West over the past decade, impacting forest health and local economies. In 2014, fire impacted over 123,000 acres of BLM forest. Over 1.7 million acres of forest mortality exists due to bark beetles and insect attack. Many of these acres are salvageable for timber, which clears the way for reforestation.

**Means and Strategies**

The BLM coordinates the strategies of PD Forest Management with other BLM programs and partner organizations to achieve integrated vegetation management at the landscape level using a corporate approach to managing ecosystem functions and services by emphasizing shared on-the-ground vegetation goals across programs, processes, and scales.

The BLM integrated the national-level coordination of vegetative management, including forestry, rangeland management, riparian management, plant conservation, invasive weeds, and fire rehabilitation into a cohesive team that leverages resources to make policy development more collaborative at a landscape scale. In this coordinated effort, the BLM is addressing forest management critical factors through multiple activities, including using results from the BLM's Rapid Ecoregional Assessment process to identify focal areas for forest management activities at the ecoregional scale.

The PD Forest Management Program achieves land use goals by:

- Implementing science-based forest restoration projects to improve forest health and resilience, which increases resistance to wildfires, disease, drought, invasive pests, and climate change at the landscape scale;
- Sustainably harvesting and regenerating forests and woodlands to produce a continuous supply of wood products and renewable energy feedstocks;
- Salvaging dead and dying timber to promote forest health and reduce hazardous fuels, in balance with the need for wildlife habitat, watershed function, and soil stability, while supporting local economies;
- Providing the public with commercial and personal use opportunities to harvest products such as firewood, Christmas trees, boughs, greenery, medicinal plants, fence posts, and pinyon pine nuts from forests and woodlands. In 2014, over 20,000 firewood permits, with a market value of over $15 million, were sold that continue to provide a renewable energy source for heating thousands of households in rural communities;
- Inventorying 58 million acres of forest resources through a national database;
- Utilizing the Good Neighbor authority to achieve forest health treatments on a landscape level across BLM, State, and private lands to increase forest resiliency;
- Utilizing stewardship contracting authority, a vital tool for forest and woodland conservation. From 2008 - 2014, Stewardship contracting offered approximately 85 MMBF from Public Domain (PD) land, which is 25 percent of the total volume offered in the PD over that period. Stewardship contracting is also an effective tool for increasing biomass utilization. During the same period, the BLM offered 493,000 tons of biomass through Stewardship contracts. These volumes are essentially by-products of forest health treatments implemented through Stewardship contracts with acreage totaling over 85,000 acres.
- Collaborating with conservation districts to implement forest restoration, support rural economies, and meet multiple use objectives. For example, in Weaverville, California the BLM and Trinity County Conservation District are expanding a community forest. Through a stewardship agreement, the BLM works with the community to manage the forest, including reducing hazardous fuels, providing timber to meet local industry needs, preserving the scenic view from downtown Weaverville, maintaining and building recreational trails, using the forest as an outdoor classroom, and protecting cultural and historical resources.
- Engaging, employing, and educating youth, Native Americans, and veterans in forestry. In 2014, students, interns, and volunteer youth completed over $2.0 million worth of forestry project work; foresters in Alaska and Montana conducted field camps for Native American youth, while in New Mexico, youth from the Ramah Navajo Chapter worked to thin forests and plant trees; and in Colorado and New Mexico, veterans crews completed pre-commercial thinning, hazard tree felling, and patrolling firewood cutting areas.
- Implementing stewardship agreements which exchange harvested forest products for the forest health treatments and use matching funds to treat greater acreage;
- Expediting NEPA processes to accelerate the removal of beetle-killed timber to reduce the risk of catastrophic fire and minimize risks to the recreating public. In 2014, two field offices in Colorado launched a pilot project to contract out the NEPA and cultural surveys so that the work will be completed in 2015.
- Investing in new technology to improve efficiencies. In 2015, the forestry program is consolidating national forestry applications into one system and is developing a national forest inventory platform; using mobile data collectors to collect inventory, cruising, and scaling data and uploading it directly into databases, eliminating the need to manually

- enter data into spreadsheets; and combining accounting systems with timber sale systems to eliminate duplicate data entry.
- Supporting renewable energy goals by promoting the direct conversion and use of woody biomass for energy within BLM-owned facilities, as a part of an interagency bioenergy facility initiative;
- Requiring that all measurable biomass by-products from forest treatments such as timber sales, stewardship contracts, and hazardous fuels reduction are offered for utilization when ecologically appropriate and where biomass markets exist; and
- Implementing the Biomass Crop Assistance Program with the Farm Services Agency to allow for matching payments towards delivery of biomass to bioenergy facilities.

## 2016 Program Performance

The BLM will accomplish program performance through sales and stewardship contracts to achieve desired future conditions on the 58 million acres of forests and woodlands in the public domain, offering economic benefits for the present and managing forest health for the future.

In 2016, the PD Forest Management program will address several DOI strategic and Bureau plan performance measures:

- Forest and woodland areas are assessed and monitored to direct management actions to areas not meeting desired conditions. Data collected during forest and woodland assessment and monitoring are used as one component in determining the Bureau plan measures “Percent of DOI acres that have achieved desired conditions where condition is known and as specified in management plans” and “Number of DOI acres restored to the condition specified in management plans.” Annual increases in forest and woodland acreages continue to contribute to achievement of these performance measures.

- The BLM will continue to use timber sales to achieve desired future conditions of forest stands to meet the Strategic Plan measure “Volume of Wood Products Offered.” Similarly, to the extent possible, the BLM will use forest product sales and permits to achieve desired future conditions of forest and woodland stands by offering wood products as biomass, a Bureau plan measure.

- BLM Montana is a partner in the Nature Conservancy-organized Centennial Fire Learning Network in Montana. Its primary goal is to advance landscape-scale fire restoration in the western portion of the Greater Yellowstone Ecosystem and the High Divide region through focused multi-agency projects, sharing of lessons learned and the use of rigorous science to guide managers. The Dillon Field Office forestry and fuels programs worked together to successfully complete several large-scale forest restoration treatments targeting old-growth Douglas-fir savannahs and are working on several ongoing aspen enhancement projects, managing for healthy, resilient forests. Scientists from Federal and State land management agencies, Beaverhead County, University of Montana-Western, University of New Mexico, the Greater Yellowstone Coalition, Montana Logging Association and The Nature Conservancy toured BLM project sites and agreed that the projects are soundly based in science, and serve as a model for forest management in similar ecosystems.

**Pocatello, Idaho Team Salvages Wood from the State Fire and Restores Ecosystems**

When the smoke cleared in August of 2013, the State Fire had burned more than 30,000 acres in both Utah and Idaho. The disturbance of such a large area has implications on a variety of resources from soil erosion, invasive weed spread to loss of wildlife habitat. An interdisciplinary team of resource specialists worked quickly to design and implement a project in 2014 - 2015 to salvage 913 MBF of timber using existing roads; enhance soil stabilization; stimulate aspen regeneration for elk, deer, and grouse; create migratory bird and raptor habitat; increase economic opportunities for the local area; designate firewood harvesting areas for residents; plant trees and aerially seed sage brush.

Pocatello Field Office's Interdisciplinary team headed to the State fire to conduct an on the ground tour to discuss post fire management tactics.

# Activity: Land Resources
# Subactivity: Riparian Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Riparian Management | *$000* | 21,321 | 21,321 | +324 | -201 | +1,340 | 22,784 | +1,463 |
| | *FTE* | 159 | 159 | | +0 | +2 | 161 | +2 |

| Summary of 2016 Program Changes/Internal Transfers for Riparian Management: | ($000) | FTE |
|---|---|---|
| Enhance Core Capability | +1,340 | +2 |
| Internal Transfer to National Conservation Lands | -201 | +0 |
| Total | +1,139 | +2 |

## Justification of 2016 Program Changes

The 2016 budget request for the Riparian Management Program is $22,784,000 and 161 FTE, and reflects an internal transfer of -$201,000 and a program change of +$1,139,000 and +2 FTE from the 2015 enacted level.

**Enhance Core Capability (+$1,139,000/+2 FTE)** – The 2016 budget request includes a $1.3 million increase to strengthen BLM's core capability to pursue a landscape approach to managing BLM vegetation resources, including managing over 150,000 miles of riparian areas and nearly 13 million acres of wetlands. Increased funding will be used to treat acres not meeting land health standards in sage-grouse habitat and to identify and prioritize management and restoration efforts and to support BLM management decisions. Increased funding will also be used for monitoring and assessment of drought conditions with a goal of improving the quality and quantity of water for wildlife.

**Transfer to National Monuments & National Conservation Areas (NM&NCAs) (-$201,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $201,000 will be transferred from Riparian Management. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

### Program Components

Riparian-wetland areas are important components in every landscape type. In the arid West, these moist, green areas are especially critical to sustaining ecosystem functions and services, providing terrestrial and aquatic wildlife habitat, reducing erosion, improving water quality, and

providing recreational opportunities. Although they are a small component of landscapes in the West, the diversity of uses and functions of riparian-wetland resources and their geographical position on the landscape make these areas indicators of overall ecosystem function.

Healthy riparian areas play a prominent role in the Bureau's ability to maintain working landscapes on public lands while managing for sage-grouse populations by providing shelter from predators and supplying the critical foods necessary for the species' survival. Highly functioning riparian areas can also help prevent the spread of wildfires. The BLM's Riparian Management Program provides the framework for managing over 150,000 miles of riparian areas and nearly 13 million acres of wetlands. In coordination with the other BLM programs, the Riparian Management Program pursues a landscape approach to managing BLM vegetation resources.

**Critical Factors**

A number of external factors impact the Riparian Management Program, including:

- A changing climatic regime resulting in more frequent and severe floods and extended droughts, and requiring aggressive adaptive management strategies.
- Growing demands upon water resources and impacts from land-use changes, which increase monitoring workloads and necessitate adaptive management strategies.
- Development of public lands as part of the Powering Our Future initiative, requiring mitigation efforts to offset water discharge, water pollution, and water loss.
- Spread of invasive terrestrial and aquatic species, such as tamarisk and quagga mussel, requiring additional monitoring and treatment to prevent degradation of functioning ecosystems and native plant and animal communities.
- Increasing urgency to restore and protect habitats as the number of sensitive and special status species grows. Many of these species, including sage-grouse, southwest willow flycatcher, cutthroat trout, bullhead trout, and numerous plant species have a critical nexus with riparian resources.
- Urban growth and increasing public use of riparian-wetland areas, requiring additional monitoring to detect degradation from trails, transportation routes, and visitor use activities and to prioritize restoration activities.
- Catastrophic wildfires that negatively impact riparian resources, increasing the workload associated with stabilizing and rehabilitating burned areas and monitoring treatment success, land condition, and trends.

**Means and Strategies**

To better achieve program goals and provide improved management of public lands, the BLM has adopted a corporate approach to managing ecosystem functions and services by emphasizing shared on-the-ground vegetation goals across programs, processes, and scales. In this coordinated effort, the Riparian Management Program is addressing critical factors through multiple activities, including:

- Incorporating Rapid Ecoregional Assessment information, where appropriate, into riparian-wetland planning and management activities;
- Implementing riparian restoration in high-priority focal areas using step-down strategies developed from the BLM's Landscape Approach for Managing Public Lands;

- Conducting qualitative Proper Functioning Condition Assessments and collecting quantitative core aquatic and terrestrial indicator data per the Assessment, Inventory and Monitoring (AIM) Strategy in coordination with land health assessments on a watershed or landscape-scale basis
- Supplementing AIM data with critical program data through multiple indicator monitoring to begin devising a quantitative, statistically-robust methodology for landscape-scale riparian monitoring;
- Prioritizing riparian treatments in areas functionally at-risk (especially those with high resource values), in order to protect sage-grouse and ecologically important plant and animal communities;
- Coordinating with the Fisheries Management and Soil, Water & Air Management Programs to devise cross-cutting, watershed-scale strategies and policies that will address water resource impacts from drought, development, and other stressors;
- Completing on-the-ground restoration projects using funds provided by the Clean Water and Watershed Restoration Act;
- Educating youth about the importance and complexity of riparian-wetland resources;
- Capturing legacy and new assessment and AIM monitoring data into a national geospatial dataset in order to more efficiently analyze and report on the conditions and trends of riparian resources;
- Coordinating with other BLM programs to build a land-treatments national geospatial dataset to document the location and effectiveness of treatments on the landscape;
- Using the interagency Creeks and Communities Strategy to cooperate with diverse stakeholders across jurisdictional boundaries and to provide training and coaching to the field; and
- Leveraging Riparian Management Program funds with funds from other Federal, State, and local agencies and NGOs to implement on-the-ground projects.

## 2016 Program Performance

In 2016, the Riparian Management Program will continue to improve land and water health through ongoing management of wetlands and riparian areas. Program activities will contribute to three DOI performance measures:

- Assessment and monitoring of riparian areas are crucial activities of the Program, directing management actions to those areas not meeting desired conditions as part of an adaptive management strategy. The DOI Strategic Plan measures the percentage of DOI riparian (stream/shoreline) miles that have achieved desired condition.
- Similar to riparian areas, wetland areas also are assessed and monitored in order to direct management actions to areas not meeting desired conditions. Data collected during wetland assessment and monitoring are used to measure the percentage of DOI acres that have achieved desired conditions where condition is known and as specified in management plans.
- On-the-ground restoration and management activities conducted by the program contribute directly to the improvement of degraded riparian areas. These actions are essential to meeting the Department's performance measure concerning the number of DOI riparian (stream/shoreline) miles restored to the condition specified in management plans. In 2016, the Program will restore approximately 250 miles of riparian area.

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# Activity: Land Resources
# Subactivity: Cultural Resources Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Cultural Resources Management | *$000* | 15,131 | 15,131 | +274 | -199 | +2,000 | 17,206 | +2,075 |
| | *FTE* | 116 | 116 | | +0 | +0 | 116 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Cultural Resources Management: | ($000) | FTE |
|---|---|---|
| Safeguarding Our Irreplacable Heritage | +2,000 | +0 |
| Internal Transfer to National Conservation Lands | -199 | +0 |
| Total | +1,801 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Cultural Resources Management Program is $17,206,000 and 116 FTE. This reflects a program change of +$2,000,000 and 0 FTE and an internal transfer of -$199,000 and 0 FTE from the FY 2015 enacted level.

**Safeguarding Our Irreplaceable Heritage (+$2,000,000/0 FTE)** – The 2016 budget request includes a program increase of $2.0 million to enhance the BLM's capacity to manage unique, irreplaceable heritage resources. The program will conduct up to 60 additional localized on-the-ground inventories of sensitive areas, and site protection and stabilization projects for priority sites vulnerable to the effects of climate change (e.g. fire, erosion, water levels) and unauthorized activities. Projects will also focus on updating regional overviews and further implementing predictive modeling and data analysis to enhance the bureau's ability to address large-scale, cross-jurisdictional land-use.

**Transfer to National Conservation Lands (NM&NCAs) (-$199,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from varous MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $199,000 will be transferred from Cultural Resources Management. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. . The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years

## Program Overview

The BLM is responsible for the largest, most diverse and scientifically important aggregation of cultural, historical, and paleontological resources on the public lands, as well as the museum collections and data associated with these heritage resources. These cultural resources represent all major periods, events, and communities in the broad sweep of human habitation in the West over a 10,000 year period.

**The BLM's heritage resources include:**

- 366,232 recorded cultural properties
- 3,156 cultural properties protected
- 108 historic properties listed on the National Register, 2,167 contributing properties, and 49,734 properties eligible for listing
- 3,965 monitored archaeological sites
- 431 maintained historic structures
- 17,129 recorded paleontological localities
- 10 million documented artifacts and specimens in 158 museums and universities.

These heritage resources are managed to ensure the cultural, educational, aesthetic, inspirational, and scientific values are preserved, and the recreational and economic benefits are realized for today's communities as well as future generations in compliance with Federal laws and regulations.

The program also provides expertise and capabilities to facilitate compliance with Section 106 of the National Historic Preservation Act (NHPA) required for other BLM programs and land-use proponents to implement proposed actions on the public lands that will effect historic properties, such as energy development, recreation, grazing, and other planned activities. Up to 13,000 land-use proposals are reviewed annually for potential effects to historic properties. Compliance costs are to be funded by the benefitting subactivity program or the proponent. The tools and processes developed by the Cultural Resources Management Program streamline the compliance process, providing significant cost-savings and efficiencies.

The program:

- Manages and protects archaeological sites and historic properties as directed by the Archaeological Resources Protection Act (ARPA) and NHPA, including inventorying the public lands for cultural resources, stabilizing and monitoring sites.
- Manages and protects paleontological localities and implements the Paleontological Resources Preservation subtitle of the Omnibus Public Lands Act of 2009 (PRPA), including inventorying the public lands for fossils, and stabilizing and monitoring localities.
- Curates the 10 million documented artifacts, specimens, and associated records in the BLM's three museum facilities and in coordination with the 155 State, tribal, and non-profit partner museums and universities.
- Facilitates Government-to-Government consultation with Indian Tribes and Alaska Native Governments concerning traditional tribal activities and places of special meaning on the public lands, such as sacred sites and places of religious significance.

**Inventory and Protection Projects**

Most heritage projects are accomplished in partnership with regional and local universities and community groups, enabling the agency to leverage funds with matching partner resources. Recent reductions in funding have made maintaining partnerships difficult or stalled ongoing projects, as well as resulted in decreases in core performance metrics for inventory, monitoring, stabilization, and study of priority heritage resources, as well as collections management and repatriation responsibilities.

- Complies with the Native American Graves Protection and Repatriation Act (NAGPRA) to inventory and repatriate Native American human remains and cultural items held in collections and respond to new discoveries of such on the public lands.
- Develops and implements educational and interpretative opportunities for the public to engage with cultural and paleontological resources.
- Facilitates academic and scientific research on cultural and paleontological resources to enhance scientific understanding and support decision-making.

## Critical Factors

The program faces a broad range of challenges and critical factors, including:

- Increased development of energy resources and transmission facilities, and opportunities for regional mitigation challenge the BLM to compile and synthesize data at a broad scale and provide efficient and effective NHPA Section 106 compliance.
- Theft, destruction, and vandalism of heritage resources as a result of increased accessibility of once-remote public lands, and urban and suburban encroachment.
- Enhanced protection of paleontological resources under the new statutory mandates for the management, preservation, and protection of fossils under PRPA.
- Inventoring Native American cultural items held in museum collections and consulting with Indian Tribes to determine disposition leading toward repatriation as highlighted by a 2010 audit of NAGPRA compliance by the Government Accountability Office.
- Identifying and curating artifacts and specimens recovered from the public lands, upgrading preservation and documentation for accountability, ensuring access and use for research and public benefit, and enhancing partnerships with repositories that curate BLM collections.

**NHPA Section 106 Casework**

Section 106 of the NHPA requires the BLM to take into account the effects of its actions on historic properties and provide the Advisory Council on Historic Preservation (ACHP) with a reasonable opportunity to comment. Annually, the BLM reviews up to 13,000 land use proposals for their potential effect on properties listed on, or eligible for listing on, the National Register of Historic Places. The BLM's national Programmatic Agreement with the ACHP and National Conference of State Historic Preservation Officers is the primary mechanism for achieving cost efficiencies and flexibility in the NHPA Section 106 review process.

**Regional Cultural Resource Overviews**

The landscape approach and the large-scale projects planned on the public lands necessitates that the BLM maintains high-level, comprehensive, regional overviews that synthesize available information and analysis at a broad scale. The BLM has the tools and processes for meeting this need and will complete or update overviews in key areas. These inventory overviews help identify cultural resources on the ground, inform sampling strategies and predictive modeling, identify areas where cultural resource conflict may occur, and provide a framework for National Register evaluations. They are meant to significantly reduce the cost of subsequent projects or planning efforts.

## Means and Strategies

The program prioritizes proactive management and achieves efficiencies for NHPA Section 106 compliance by:

- Creating efficiencies in NHPA Section 106 compliance requirements by streamlining the review process for other BLM programs and land-use proponents.
- Enhancing tribal participation in decision-making processes through Government-to-Government consultation with Indian Tribes and Native Alaska villages and corporations, and drafting a new tribal consultation and coordination manual and handbook that addresses

government-to-government tribal consultation across all BLM programs.

- Incorporating the BLM's landscape approach to public land management to address landscape-scale concerns associated with the inventory, assessment, mitigation and monitoring of heritage resources.
- Maintaining active working relations with State Historic Preservation Offices as part of the BLM's Cultural Resources Data Sharing Partnership in order to share costs to automate and digitize site records, and to analyze this information for use in planning and expediting review of land use undertakings as part of NHPA Section 106 compliance at a significant cost savings for the bureau and proponents.
- Supporting Law Enforcement efforts to to curb criminal acts prohibited by ARPA, NAGPRA, PRPA and other Federal statutes protecting cultural and paleontological resources.
- Partnering with universities, museums, and other scientific organiztions to leverage public/private investments.
- Creating volunteer and youth experiences for community-based conservation and educational activities, and entry-to-journeyman-level opportunities, as seasonal hires, utilizing students and recent graduates.

## 2016 Program Performance

In 2016, the primary performance program goals for the condition of Archaeological Sites, Historic Structures, and Museum Collections will be to maintain minimum benchmarks for proactive management of heritage resources, focusing on the highest priority, most vulnerable resources. The program will also continue to support agreements and protocols that facilitate streamlined NHPA Section 106 casework in support of priority planned activities on BLM-managed lands, and advising on fostering effective Government-to-Government relationships with Indian Tribes.

# Activity: Land Resources
# Subactivity: Wild Horse and Burro Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Wild Horse & Burro Management | *$000* | 77,245 | 77,245 | +327 | -10 | +2,993 | 80,555 | +3,310 |
| | *FTE* | 172 | 172 | | +0 | +0 | 172 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Wild Horse & Burro Management: | ($000) | FTE |
|---|---|---|
| Applied Science - Implementation of NAS Recommendations | +2,993 | +0 |
| Internal Transfer to National Conservation Lands | -10 | +0 |
| Total | +2,983 | +0 |

| Other Resources Supporting Wild Horse & Burro Mgmt: | | | | | |
|---|---|---|---|---|---|
| | | 2014 Actual | 2015 Estimate | 2016 Estimate | Change from 2015 |
| USFS Wild Horses | *$000* | 1,185 | 1,200 | 1,200 | +0 |
| | *FTE* | 0 | 0 | 0 | +0 |
| Adopt-A-Horse Program | *$000* | 332 | 380 | 380 | +0 |
| | *FTE* | 0 | 0 | 0 | +0 |

Notes:

*- USFS Wild Horses amounts are shown as estimated transfers reported by the U.S. Forest Service in its 2015 Budget Justification (March 2014); the annual Interior, Environment, and Related Agencies Appropriation Act appropriates these funds in the U.S. Forest Service National Forest System appropriation; Public Law 113-76 authorizes the transfer of these funds in 2014*

*- Adopt-A-Horse Program amounts are shown as new budget authority derived from a minimum $125 per horse or burro fee under a competitive bidding process for adoption of animals gathered from the public lands, conducted under The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 USC 1331-1340); the annual Interior, Environment, and Related Agencies Appropriation Act appropriates these funds on a current basis. More information on Adopt-A-Horse Program is found in the Service Charges, Deposits, & Forfeitures chapter*

*- Actual and estimated obligations, by year for Adopt-A-Horse Program are found in President's Budget Appendix under the BLM section*

## Justification of 2016 Program Changes

The 2016 budget request for the Wild Horse and Burro (WHB) Management Program is $80,555,000 and 172 FTE. It reflects a program change of +$2,993,000 and 0 FTE and an internal transfer of - $10,000 and 0 FTE from the 2015 enacted level.

**Implementation of National Academy of Sciences (NAS) Recommendations (+$2,993,000/0 FTE)** – The program increase will be used to continue ongoing multi-year research studies that focus on the development of more effective and longer lasting population growth suppression methods, including sterilization; conduct population inventories using recommended survey methods; continue the programmatic environmental impact statement initiated in 2015; engage in genetic diversity monitoring; continue development of a robust population model; continue sentinel population studies; and apply the most effective, available

population growth suppression methods to on-range animals. The BLM will continue to develop a scientific foundation that will be the basis for an ecologically and financially sustainable Wild Horse and Burro Program.

**Transfer to National Conservation Lands (-$10,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $10,000 will be transferred from the WHB Management Program. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

### Program Components

The WHB Program is responsible for managing wild horses and burros in accordance with the *Wild Free-Roaming Horses and Burros Act of 1971*. The Act requires the protection, management, and control of wild free-roaming horses and burros in a manner designed to achieve and maintain a thriving natural ecological balance in combination with other public land uses. The program components that support this effort include maintaining an accurate current population inventory; establishing and maintaining appropriate management levels (AML); determining whether AMLs should be achieved by removal, population growth suppression or other methods such as sterilization; training animals to increase adoptions, adoption and sales; and conducting research to develop sound science for the management of wild horses and burros.

The BLM manages more than 46,000 wild horses and burros on 26.9 million acres of public lands. The program is also responsible for monitoring herd and rangeland health and caring for approximately 50,000 animals in off-range holding facilities.

### Elements for Reforming and Managing the Wild Horse and Burro Program

The BLM remains committed to reforming the program and will continue population growth suppression research and the implementation of key recommendations of the June 2013 National Academy of Science report. The following are key elements of this reform:

- **Reducing Holding Costs**. The BLM will continue efforts to acquire additional, less expensive holding facilities and partnership eco-sanctuaries to reduce holding costs for wild horses removed from public rangelands. The bureau will also continue innovative partnerships that increase the number of trained animals for placement in private care.
- **Continuing Research (NAS Recommended).** The BLM will continue laboratory, pen and field studies to develop more effective population growth suppression methods for contraception and permanent sterilization methods such as spay and neuter; continue to assess public knowledge, attitudes, preferences and values of wild horse and burro populations and management; and evaluate demand for wild horses and burros by adoptees and long-term sanctuary providers.

- **Continue Programmatic Environmental Impact Statement (PEIS).** The PEIS, a three-year project initiated in fiscal year 2015, is necessary to implement and evaluate new approaches to wild horse and burro management, population growth suppression and establish a national framework for management and the implementation of a number of NAS recommendations. It will analyze aggressive use of new and traditional population growth suppression methods, including sterilization; management of herds as meta-populations; consider whether or not to maintain all HMAs; evaluate the establishment of non-reproducing or minimally reproducing herds; assess cumulative impacts; and amend land use plans to enhance BLM's ability to effectively manage populations on the range.
- **Developing Herd Management Area (HMA) Sustainability Plans.** The BLM will continue to develop herd management area sustainability plans in the highest priority areas. Each sustainability plan would define a management prescription for appropriate population growth suppression methods and the maintenance of AML.
- **Conducting Population Surveys (NAS Recommended).** The BLM will continue to conduct surveys utilizing the methods developed by U.S. Geological Survey (USGS) to acquire more accurate population estimates.
- **Reducing Population Growth (NAS Recommended).** The BLM will continue applying the most effective population growth suppression methods that are supported by sound science.
- **Strengthening Humane Animal Care and Handling Practices**. The BLM will continue appropriate policy administration and oversight to strengthen humane animal care and handling practices. The BLM will continue to refine a Comprehensive Animal Welfare Program that establishes program-wide standard operating procedures; creates universal training requirements; and institutes a Care and Welfare Assessment Tool. This auditing system will help the BLM identify areas of emphasis for future training and ensure humane treatment of wild horses and burros.
- **Promoting Volunteerism in the Management of Wild Horses and Burros.** The BLM is increasing public engagement by enhancing outreach, recruiting local volunteers and organizations to assist in range and herd monitoring and management, and encouraging partnerships to increase ecotourism.
- **Continuing Transparency and Openness.** The BLM has a fundamental commitment to transparency in all facets of the WHB Program. This includes providing public viewing opportunities during gather operations and at holding facilities without compromising the safety of staff, members of the public, or the animals. The BLM is also committed to a proactive public information system that is both accurate and prompt.

**Critical Factors**

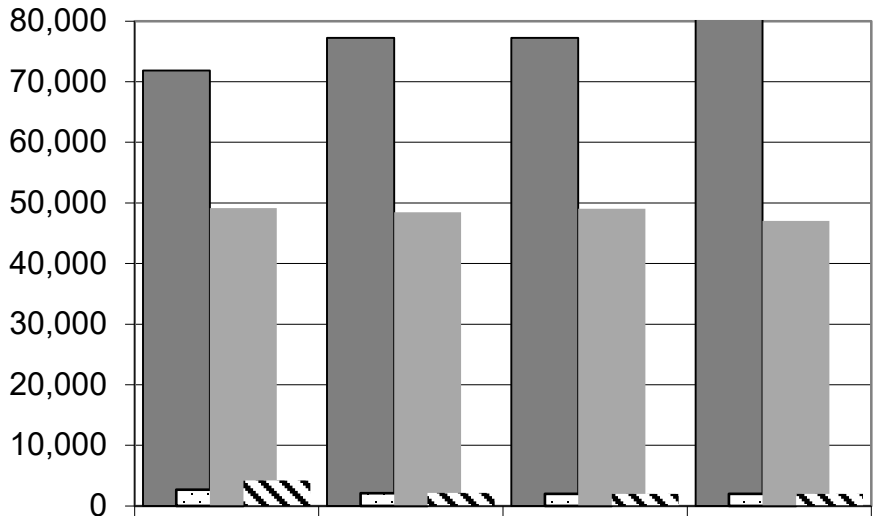
Critical factors affecting the efficiency of the WHB Program include:

- Increased fuel, hay, and pasture costs will continue to affect holding costs;
- Wild horses and burros have few natural predators and herds increase at a rate of 15-20 percent each year and double in size every four years;
- Current wild horse and burro populations exceed AML in nearly all HMAs (~93 percent) ;
- Existing contraceptive vaccines are only effective for one year. Vaccine applications on Western herds have multiple logistical challenges due to varying terrain, wildness and the size of both herds and HMAs;
- Adoptions have steadily declined since 2004 which has increased the number of animals in high cost short-term holding;

- Lifetime (estimate of 25 years) care for un-adopted animals in short-term holding is approximately $46,000 per animal; and
- Public scrutiny of gather and removal methods has increased the visibility of the program. The BLM is experiencing increased litigation, correspondence, *Freedom of Information Act* requests and the need to provide additional personnel at gathers to host public and media visitation, all resulting in added expenses.

In response to these critical factors, the BLM will conduct removals at a substantially reduced level until holding costs can be reduced by maintaining fewer numbers in holding or less expensive capacity such as long-term pastures and partnership eco-sanctuaries are secured. Removals will primarily occur in response to public health and safety (i.e., animals on the highway, in agricultural fields); private land encroachment; and court orders.

**Wild Horse & Burro Funding, Removals, Holding and Adoptions**




| | FY 2013 (ACTUAL) | FY 2014 (ACTUAL) | FY 2015 ENACTED | FY 2016 REQUEST |
|---|---|---|---|---|
| Enacted Funding ($ in thousands) | $71,836 | $77,245 | $77,245 | $80,555 |
| Adoptions | 2,671 | 2,118 | 2,000 | 2,000 |
| Animals in Holding (Sep 30) | 49,151 | 48,478 | 49,040 | 47,050 |
| Total Removals | 4,232 | 2,158 | 2,000 | 2,000 |

***Note:*** *Future removal and holding numbers are estimated as of December 20, 2014.*

## 2016 Program Performance

In 2016, the BLM will remove the same number of wild horses and burros from the range as in 2015 and will continue programmatic and site-specific planning and NEPA analysis to implement non-reproductive herds. The Bureau will also conduct population surveys, continue implementing the comprehensive animal welfare program, and continue partnerships to increase adoptions and reduce short-term holding costs by acquiring less expensive additional long-term holding contracts and eco-sanctuaries

The BLM began partial implementation of the recommendations received from the NAS in 2014. The bureau will continue ongoing multi-year research studies focusing on the development of more effective and longer lasting fertility control agents, techniques for suppressing population growth, and determining their relative efficacy and effects. Population growth suppression research trials began in fiscal year 2015 in designated locations and should continue through 2016. The BLM will continue developing a scientific foundation that will serve as the basis for an ecologically and financially sustainable Wild Horse and Burro Program.

Additional planned performance for 2016 includes:

- Reduce holding costs by transferring animals from short-term facilities to newly acquired, less expensive eco-sanctuaries and long-term holding contracts;
- Continue research to develop contraception and permanent sterilization methods such as spay and neuter, that may include studying the effects on herd genetics, animal behavior and rangeland use;
- Continue land use plan revision, herd management area plan development and NEPA analysis to develop HMA sustainability plans;
- Continue to conduct USGS recommended population surveys to obtain more accurate population estimates;
- Continue applying the most effective population growth suppression methods that are supported by sound science;
- Conduct removals, primarily limiting removals to those needed in response to public health and safety issues (i.e., animals on the highway, in agricultural fields); private land encroachment; and court orders;
- Increase partnerships with non-governmental organizations and correctional institutions to increase the number of trained animals for placement in private care;
- Continue herd management/rangeland health monitoring to support AML evaluation;
- Continue compliance inspections of previously adopted animals;
- Continue to develop and conduct comprehensive animal welfare program training for transportation, short and long term holding and adoption events and audits for gathers; and
- Continue the maintenance of water developments on public lands.

# Wildlife and Fisheries Management

# Activity: Wildlife and Fisheries Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Wildlife Management | *$000* | 52,338 | 52,338 | +409 | -366 | +37,000 | 89,381 | +37,043 |
| | *FTE* | 250 | 250 | | +0 | +20 | 270 | 20 |
| Fisheries Management | *$000* | 12,530 | 12,530 | +190 | -35 | +0 | 12,685 | +155 |
| | *FTE* | 85 | 85 | | +0 | +0 | 85 | +0 |
| Total, Wildlife & Fisheries | *$000* | 64,868 | 64,868 | +599 | -401 | +37,000 | 102,066 | +37,198 |
| | *FTE* | 335 | 335 | | +0 | +20 | 355 | +20 |

*Notes: The Miscellaneous Trust Funds, Wildlife & Fish Conservation and Rehabilitation (Sikes Act) current mandatory appropriation is a collaborative activity of the Wildlife program. The 2014 enacted amount (post-sequester) for Wildlife & Fish Conservation and Rehabilitation (Sikes Act) was $0.347 million and the 2015 post-sequester amount is$0.363 million. The 2016 President's budget request for Wildlife & Fish Conservation and Rehabilitation (Sikes Act) is $0.323 million.*

*More information on these collaborative activities is found in the Miscellaneous Trust Funds chapter.*

## Justification of 2016 Program Changes

The 2016 budget request for the Wildlife and Fisheries Management activity is $102,066,000 and 355 FTE, and reflects internal transfers of -$401,000 and 0 FTE and a program change of +$37,000,000 and +20 FTE above the 2015 enacted level.

## Activity Description

The Wildlife and Fisheries Management activity maintains and restores fish, wildlife, and their habitats by conserving and monitoring habitat conditions, conducting inventories of fish and wildlife resources, and developing cooperative management plans, while providing for environmentally responsible recreation and commercial uses. Funding for this program supports the staff that develops program policy and projects at all levels within the BLM. Management actions emphasize on-the-ground and in-the-water actions that measurably increase the health of fish and wildlife populations to sustain recreational and commercial uses that enhance or maintain many local economies in the West. In addition, these actions reduce the need to Federally list species.

This activity supports Cooperative Landscape Conservation activities and the Healthy Landscapes Program by improving the health of watersheds and sustaining biological communities. The overall goal of Fisheries Management and Wildlife Management programs is to restore and maintain proper functioning conditions in aquatic, riparian, wetland and upland systems managed by the BLM, with the goal of providing suitable conditions for biological communities to flourish.

The lands that the BLM manages include numerous wildlife habitat types across a large proportion of America's western landscapes, including major portions of all American arid

ecosystems, including the sagebrush biome, and portions of the Colorado Plateau. The BLM is also responsible for managing 15 million acres of short and mid-grass prairies and nearly 55 million acres of forest and woodland habitats. This habitat includes 43 million acres of elk habitat and 131 million acres of mule deer habitat. The BLM manages 23 million acres of bighorn sheep habitat which include most of the desert bighorn sheep habitat. In addition, the BLM's diverse land base includes over 117,000 miles of fishable streams and rivers, over three million acres of lakes and reservoirs, and an abundance of wetlands. Because of their isolation, BLM lands include many of America’s rarest habitats which support many rare plant and animal communities.

# Activity: Wildlife and Fisheries Management
# Subactivity: Wildlife Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Wildlife Management | *$000* | 52,338 | 52,338 | +409 | -366 | +37,000 | 89,381 | +37,043 |
| | *FTE* | 250 | 250 | | +0 | +20 | 270 | +20 |

| Summary of 2016 Program Changes/Internal Transfers for Wildlife Management: | ($000) | FTE |
|---|---|---|
| Implementation of Greater Sage-Grouse Conservation Plans | +37,000 | +20 |
| Internal Transfer to National Conservation Lands | -366 | +0 |
| Total | +36,634 | +20 |

## Justification of 2016 Program Changes

The 2016 budget request for the Wildlife Management Program is $89,381,000 and 270 FTE, a program change of +$37,000,000 and +20 FTE from the 2015 enacted level.

**Implement Sage-Grouse Conservation Plans (+$37,000,000/+20 FTE)** – Conservation of the Greater sage-grouse (GSG), and the sage brush habitat which serves over 350 aasociated plant and animal species, is a high priority for the Administration and the most significant and highly visible example of the Department's efforts to implement the landscape mitigation strategy embodied in Secretarial Order 3303 -- the first Order issued by Secretary Jewell. This approach represents a new paradigm for landscape-level management by the Department and is critical to achieving the Secretary's goal of demonstrating BLM's ability to achieve both conservation and development objectives more efficiently, at less cost, and with greater certainty for all interested stakeholders.

The BLM's GSG conservation strategy requires unprecedented collaboration with other Federal land management agencies in order to address a convergence of multiple land use issues that will arise from the resource management planning process that is currently underway. The BLM is revising or amending 68 Resource Management Plans (RMP) for submission to the U.S. Fish and Wildlife Service for their review as a part of the court-ordered timeline for determining if the GSG should be listed as threatened or endangered under the Endangered Species Act. The BLM's plan revisions and amendments affect 11 States and, when implemented, will require

significant changes in how the BLM manages public lands across the western United States and accelerate transition to landscape-scale management.

For example, as part of the RMP revision/amendment process for the GSG, in order to minimize disturbance to priority habitat areas for the GSG, the BLM is assessing the need to redirect fluid minerals development to lands outside of priority conservation areas. The BLM may need to institute closures and require that new development be designed to limit or eliminate surface disturbance in priority conservation areas, requiring extensive work with current and future lease holders across millions of acres of priority GSG habitat. For existing and new development, compensatory mitigation measures would be required to ensure that no unmitigated habitat loss occurs as a result of development. New methods to monitor and evaluate the success of these measures will be necessary in order to ensure compliance for conservation of the GSG.

For range management, new standards are being considered to meet GSG habitat needs during critical periods in the GSG lifecycle. Rearing and brooding areas and winter habitats will need to be maintained and restored to ensure greater GSG reproductive success and survival. To achieve these outcomes, the BLM will need to significantly improve monitoring of grazing allotments and enforcement of range management standards and initiate new rangeland habitat restoration efforts.

Fire is widely recognized as the greatest threat to GSG survival in the Great Basin States. In keeping with the Department's emphasis on preventing and suppressing fire on the range, as described in Secretarial Order 3336, the BLM has implemented new policies to prioritize fire suppression to stem GSG habitat loss. Extensive efforts will be required to work with the States, private landowners, and rural communities to develop the capacity to prevent fires through improved noxious weed control, establishing and maintaining fire breaks, training landowners in fire prevention and suppression techniques, and developing a network of rural fire assistance programs to train and equip local volunteers to aid in minimizing future GSG habitat loss due to fire across Nevada, Oregon, Idaho, Utah and other western States. Finally, more work is needed to assess and prioritize areas where post-fire habitat restoration is likely to be successful and to implement measures to restore millions of acres of habitat lost due to fire.

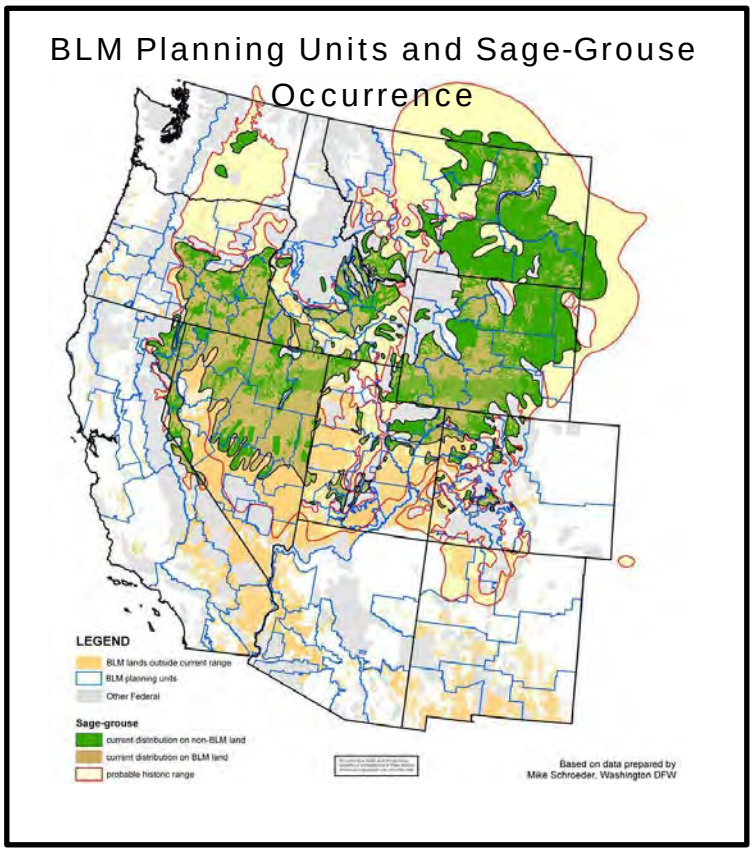
The RMP revisions/amendments underway describe habitat restoration needs for more than 27 priority areas across the geographic range of the GSG to remediate damage to the native plant communities used by sage-grouse, thereby increasing their ability to support a healthy, sustainable population of this important bird species.

Through the combination of the efforts at the requested funding level, a scale of habitat management achieved would accomplish large scale regional restoration and connectivity at the highest levels of both the Great Basin and the Rocky Mountain regions. At this requested funding level, the BLM will increase its highly skilled workforce that can respond to short and long term needs to manage sagebrush systems that support not only the GSG but many other species of concern including birds, mammals, reptiles, amphibians, fish, and plants in the range of the GSG.

The BLM's habitat restoration and management activities will be closely coordinated with those of Federal, State and local partners operating within each of the sage-grouse management zones established by the Western Association of Fish and Wildlife Agencies. This coordination is essential to the success of the Greater sage-grouse Comprehensive Conservation Strategy. Funding will support critical habitat restoration activities on BLM-managed lands including:

Completing extensive land treatments, including the removal of encroaching conifers, eradication and control of invasive weeds, and augmenting post-wildfire emergency stabilization and rehabilitation efforts by reseeding and replanting with locally-sourced native plant materials on approximately 367,000 acres;

- Restoring and managing riparian areas across the entire GSG range;
- Conducting prescribed burns, fence markings and sagebrush thinning;
- Conducting an inventory of an additional 247,000 acres for the presence of invasive plants and noxious weeds, providing information for restoration efforts that would restore or connect more than two million additional acres to quality GSG habitat;
- Completing travel management plans to facilitate the restoration of priority habitat.




Land treatments completed with this funding will allow for not only improved habitat on nearly 400,000 acres, but also provide connectivity across more than 2 million acres of land with GSG habitat (both private and public domain). The proposed funding will also comprehensively address other tools and information gaps to support conservation actions. These include the following: radio telemetry studies, noise studies, predator research, and augmentation/relocation projects. Many of these will be conducted in partnership with other Federal agencies, State agencies and non-government partners.

In conjunction with other programmatic changes in rangeland management, oil and gas development, and wildfire management, the restoration of habitats on BLM-managed lands will play a major role in conserving the GSG for future generations. Preparation, training, and implementation for all these measures, and others, must be fully underway in fiscal year 2016 if the GSG Conservation Initiative is to be successful. Funding, as proposed, will provide additional certainty with the FWS that the BLM has the resources necessary to ensure that the required conservation measures for the GSG can and will be implemented. Should a listing occur, the BLM would be required to implement many of these same measures in conjunction with each development project within the remaining GSG range to ensure that the BLM's continued management of the public lands will not further threaten the survival of the species.

**Transfer to National Monuments & National Conservation Areas (NM&NCAs) (-$366,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from a variety of MLR

subactivities to the National Conservation Lands. This $5.0 million transfer includes $366,000 from Wildlife Management. Since its creation in 2009, the BLM has not had the financial resources for systematically incorporating newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Wildlife Management Program

### Program Components

The BLM is responsible for managing more wildlife habitat than any other Federal or State agency. The BLM conducts activities to support healthy and diverse populations of wildlife species on behalf of the American people. Over 3,000 species of wildlife occur on BLM-managed lands, including big game, upland game birds, and waterfowl, as well as amphibians, reptiles and other birds and mammals. Numerous species occur nowhere else in the country and, for these, the BLM has an important stewardship responsibility.

The BLM Wildlife Management Program conserves and restores wildlife habitat as an integral part of the bureau's multiple use and sustained yield mission. Priority program activities include:

- Developing science-based strategies and conducting essential conservation actions to maintain sustainable populations of sensitive wildlife species;
- Restoring habitats to enhance populations of native wildlife and plants;
- Collecting data to provide a solid foundation for land management planning; and
- Implementing on-the-ground conservation in priority areas which are identified as part of a larger, landscape scale strategy in partnership with others.

The BLM manages over half of the remaining sagebrush habitat essential to the survival of the Greater sage-grouse. Conserving and restoring high quality habitat for this iconic Western species is key to precluding the need to list the bird under the Federal Endangered Species Act. In partnership with the States and other Federal agencies, the BLM has developed the Greater sage-grouse Conservation Strategy to address the challenges posed by wildfires, nonnative plant encroachment and the conversion of sagebrush habitats to other uses.

The Wildlife Management Program supports the development and application of science-based management to reduce the adverse effects of climate change on wildlife and habitats. Working with DOI's network of 22 Landscape Conservation Cooperatives (LCCs) and six Climate Science Centers, the BLM will engage with other Federal and State agencies, tribal authorities, and nonprofit conservation organizations to:

- identify and conserve habitats that are resilient in the face of climate change,
- develop methods to evaluate the ability of working landscapes to store carbon, and
- expand the availability of climate-related resource management training for staff.

### Critical Factors

The BLM addresses a number of critical factors and demands in its Wildlife Management Program. These include the following:

- Wildlife habitat loss and fragmentation continue to occur, resulting in significant declines for many wildlife species.

- Beyond reducing available surface water and forage for wildlife, drought can have a profound influence on wildfire cycles, which can alter habitat conditions over large areas for many years. According to the National Interagency Fire Center, over 3.7 million acres of sage-grouse habitat have burned since 2012. Restoring sage-grouse habitat after fire is a complex and difficult undertaking.

- Authorization of land uses that impact wildlife habitat have significantly increased in conjunction with new energy initiatives.

**Means and Strategies**

- Since 2010, the BLM has conducted rapid ecoregional assessments (REAs) to address the management of wildlife and habitat resources at a scale equivalent to the intensified broad-scale land use pressures and associated stressors, including catastrophic wildfire and associated degradation and conversion of native vegetation communities, disease, as well as the compounding effects of land health stressors.

- The BLM is working to standardize and integrate data across landscapes and jurisdictions to gain a fuller understanding of changes to wildlife populations across geographic regions and better coordinate actions to mitigate species decline.

- In keeping with Secretarial Order 3303, the BLM is developing the tools and directives needed to implement compensatory mitigation at broad landscape scales that will be designed to offset the unavoidable impacts of public land use on wildlife species and their habitats.

- Most species and habitats present on BLM lands do not occur exclusively on lands administered by the BLM. Additionally, BLM land ownership is not spatially contiguous, both at the regional and site scales. Therefore, the BLM works closely with its partners across jurisdictional boundaries to ensure that wildlife conservation measures applied on BLM lands are effective. As a result, the BLM has:
    - Improved coordination and collaboration with important conservation partners, including Federal, State, tribal, academia and non-governmental organizations;
    - Supported development and implementation of standardized wildlife monitoring protocols to ascertain population trends across jurisdictional boundaries; and
    - Developed standardized regionally-specific habitat management guidelines for reptile and amphibian habitats that have been distributed to all BLM field offices;

- Consistent with BLM policy direction, the BLM works closely with State fish and wildlife agencies on natural resource issues, particularly in furtherance of State Wildlife Action Plans, which establish broad-scale wildlife priorities and identify the species of greatest conservation need as well as the habitats necessary for their protection.

## 2016 Program Performance

In 2016, the BLM Wildlife Program will significantly expand its role in implementing the National Greater Sage-Grouse Conservation Strategy and:

- Conduct an extensive set of sage-grouse conservation activities across 11 States;
- Emphasize wildlife habitat improvements in order to reduce the number of species of concern failing to meet objectives, while maintaining a sufficient level of monitoring to ensure the effectiveness of those improvements;
- Emphasize performance of actions under agency-endorsed plans for the purpose of conserving non-federally listed species to prevent the need for listing under the Endangered Species Act;
- Accomplish substantial habitat assessment and monitoring to provide an understanding of the range and distribution of priority species, to describe existing conditions, and to determine if management decisions have been implemented and objectives are being met; and
- Maintain and enhance partnerships with States, non-government agencies, and sister Federal agencies to continue to support rural community economies through game and non-game habitat management where the use and appreciation of these species is a high value component of local economies.

## Plant Conservation Program

### Program Components

Public lands contain a diversity of native plant communities that are the habitats for fish, plants, pollinators and wildlife such as the sage-grouse and desert tortoise. These native plant communities make up over 50 ecoregions across the BLM and each ecoregion contains native plants that have adapted to those environments. The BLM Plant Conservation Program is responsible for protecting, maintaining and restoring Western native plant communities and rare plants on public lands. The Program provides national leadership in seed collection, seed conservation, seed procurement and storage, and native plant materials development/use for restoration and rehabilitation of public land. In addition, the Plant Conservation Program is responsible for rare plant work.

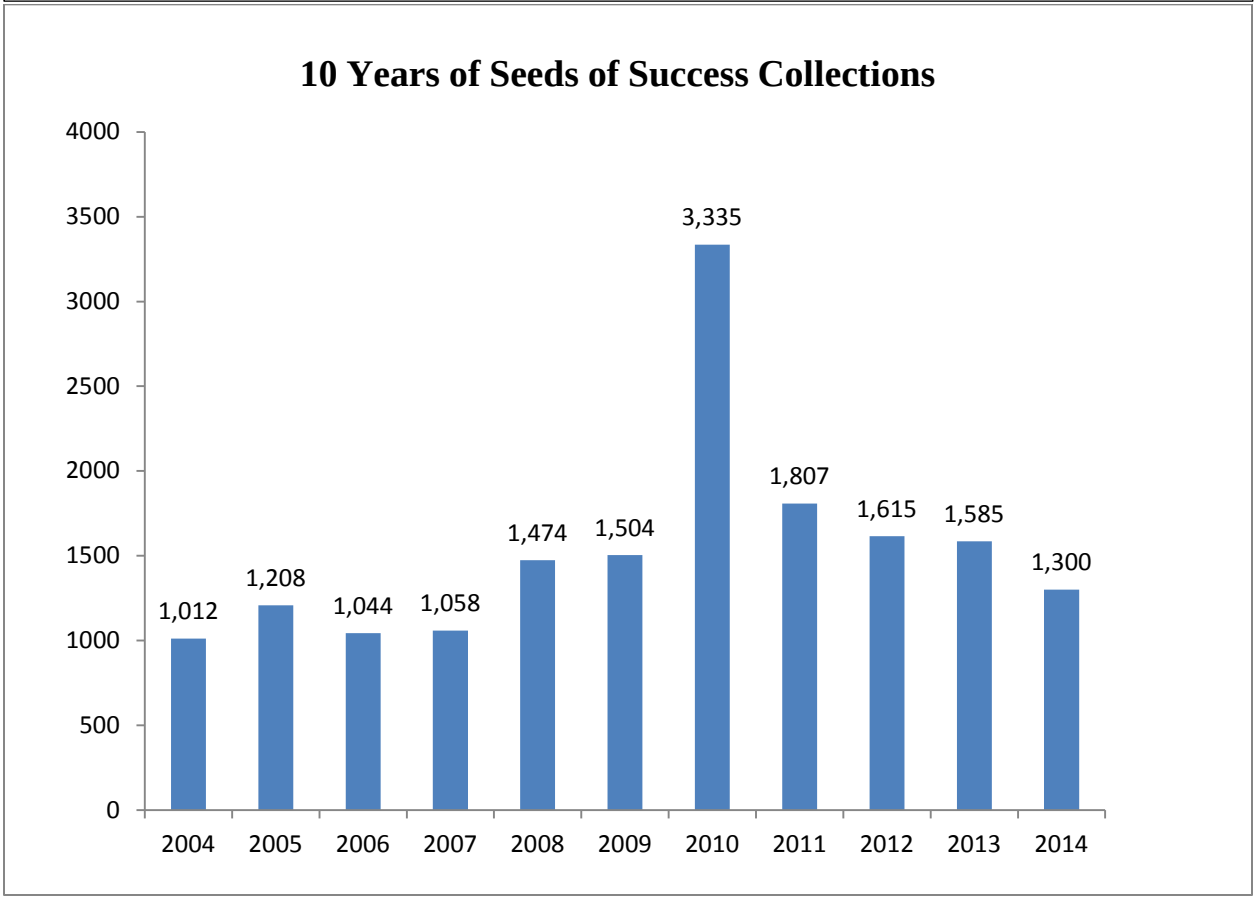
The Plant Conservation Program consists of the following elements:

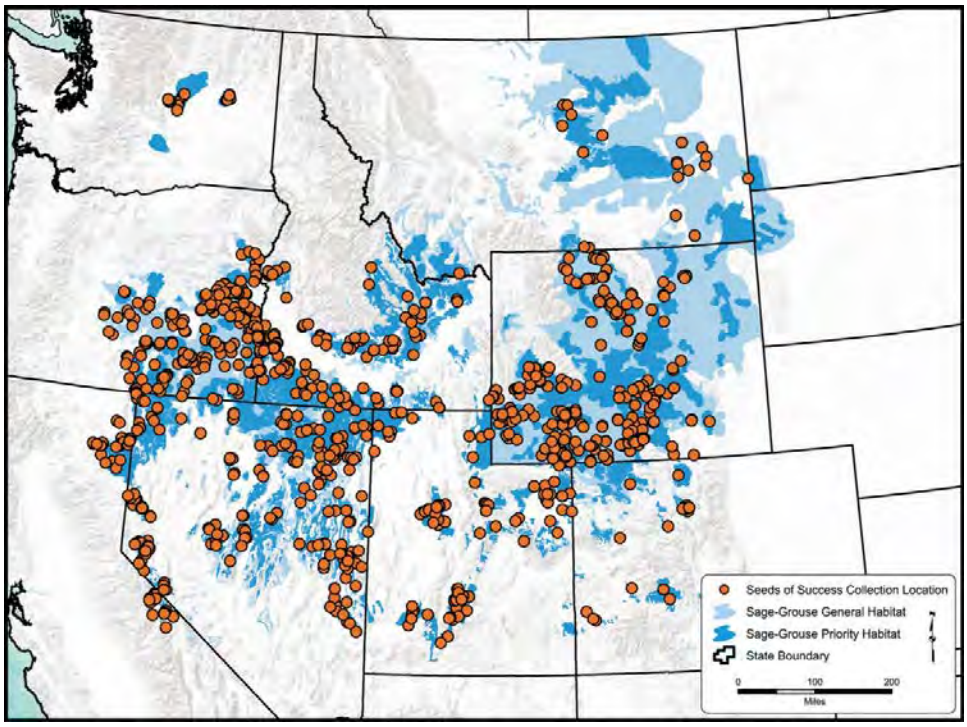
- Identifying, evaluating, and protecting rare plants on public lands, including National Conservation Lands units;
- Understanding the effects of climate change on native plant species and native plant communities on public land;
- Developing genetically appropriate native plant materials for restoring and maintaining habitat for sage-grouse and other animal and plant species;
- Providing leadership and infrastructure on native plant materials development by coordinating with all BLM programs and by establishing ecoregional native plant programs to ensure locally adapted native plant material needs are met;
- Providing national leadership for Seeds of Success;
- Developing seed transfer zones and guidelines;
- Coordinating a national network of seed storage warehouses with environmentally controlled conditions to protect our seed investment;
- Monitoring the effectiveness of native plant materials that have been developed;

- Implementing on-the-ground habitat conservation and restoration treatments on a landscape scale; and
- Enhancing partnerships and volunteer opportunities for plant conservation.

Seeds of Success is the Bureau's national seed collection program and is the foundation of the native plant materials development process. Over 16,000 native seed collections have been made since 2001 when Congress directed the BLM to establish a Native Plant Materials Development Program. The number of seed collections has remained relatively stable (see graph below) except for an increase in 2010, due to additional funds provided through the American Recovery and Reinvestment Act.

For more information on BLM's Plant Conservation Program please see the following websites:
http://www.blm.gov/wo/st/en/prog/more/fish wildlife_and/plants.html
BLM Native Plant Materials Development:
http://www.blm.gov/wo/st/en/prog/more/fish wildlife_and/plants/1.html
Colorado Plateau Native Plant Program:
http://www.blm.gov/ut/st/en/prog/more/CPNPP.html
Great Basin Native Plant Program:
http://www.fs.fed.us/rm/boise/research/shrub/greatbasin.shtml






The Plant Conservation Program has made approximately 2,200 native seed collections within sage-grouse priority habitat and sage-grouse general habitat. These collections will be used to develop genetically appropriate native plant materials for restoration on sage-grouse habitat.

**Critical Factors**

- The effects of landscape health stressors such as drought, disease, catastrophic wildfire, and urban growth and development are altering native plant communities across the West. As rainfall and temperatures change, native plant species and communities may not adapt as fast as the environment changes, thus affecting sage-grouse and other species' ability to survive.
- Healthy, resilient, functioning native sagebrush communities play a significant role in the Bureau's ability to maintain sage-grouse populations in the West. The diversity of native forbs and grasses within the sagebrush communities is vital to the survival of sage-grouse. These native plants provide food and shelter for the sage-grouse, especially the young chicks.
- Healthy landscapes in the West today are at greater risk due to more intense and extended droughts, increasing wildfire frequency, and continuing migration of invasive species. Historically, resilient Western native plant communities burned on average once every 40 years; however, with monocultures of invasive plants and drought, fire frequency is closer to once every five to seven years. Because of these factors, more aggressive development of native plant materials are needed for rehabilitation after fire and restoration of habitats for fish, plants, pollinators and wildlife

- Native plant materials, like agronomic crops, take an average of 10 to 20 years to develop as consistent and reliable commercially available seed. Therefore, the BLM must plan ahead for native plant materials to be available for landscape level restoration.
- Development of public lands for renewable energy, non-renewable energy, and mineral resources requires mitigation efforts to offset loss and fragmentation of native plant communities.
- Spread of invasive terrestrial species requires additional monitoring and treatment to prevent degradation of functioning ecosystems and native plant and animal communities.

**Means and Strategies**

The Plant Conservation Program coordinates with other BLM programs and partner organizations to conserve, protect and restore native plant communities at the landscape level. To better achieve program goals and provide improved management of public lands, the Plant Conservation Program is working to implement the National Seed Strategy at a landscape scale. In this coordinated effort, the Plant Conservation Program is addressing critical factors through multiple activities, including:

- Supporting the Department's youth education investments and the America's Great Outdoors (AGO) Initiative by employing recent college graduates in the biological and environmental sciences, through the Conservation and Land Management Internship Program. Over 1,000 recent college graduates have gone through this program.
- Educating America's youth through the development of a high school curriculum on native plants. The BLM will use this model to develop elementary and middle school curricula for younger students.
- Supporting the renewable and conventional energy programs by encouraging use of local genotypes and developing native plant materials for use in reclamation projects. http://www.blm.gov/wy/st/en/programs/pcp/mgmt.html.
- Identifying national priority focal areas for native plant community conservation and restoration, as well as developing native plant materials for management activities at the eco-regional scale.
- Coordinating development of native plant materials for restoration with step-down strategies developed from the BLM's landscape approach and implementing restoration within Healthy Landscapes focal areas.
- Supporting ecoregional native plant materials development programs, such as the Colorado Plateau Native Plant Program, the Great Basin Native Plant Program, the Pacific Northwest Native Plant Program, and the Mojave Native Plant Program, to develop locally adapted seed for commercial availability.
- Leveraging Plant Conservation Program funds with other Federal, State, and local agencies and NGOs to implement on-the-ground projects and conduct research in native plant development and restoration techniques.

## 2016 Program Performance

In 2016, BLM will continue to lead the Interagency Native Plant Materials Development Program, including Seeds of Success, Plant Conservation Alliance Federal Committee and regional interagency native plant materials development programs in the Colorado Plateau, Great Basin, Pacific Northwest, Wyoming Basin and Mohave Desert. These programs will work with partners to focus research on native plant materials development and to get more diversity

of native plant materials to the growers in the various ecoregions.The BLM will implement a National Seed Strategy, developed in 2015, which will assess BLM seed use, stabilize BLM seed requests, integrate native seed collection across the Bureau, and address seed procurement and storage to ensure the highest quality seed for restoration and rehabilitation.

The BLM Plant Conservation Program worked with The Institute for Applied Ecology to develop a protocol for working with State prisons to grow locally sourced sagebrush plants to support restoration of GSG habitat. A pilot project to produce 20,000 sagebrush plants was established in 2014 at the Snake River Correctional Facility in eastern Oregon. The plants grown at this facility were planted into a site damaged by wildfire on nearby BLM lands. In 2015, the Plant Conservation Program used the protocol and pilot project to address the lack of locally adapted sagebrush seedlings for restoration and expanded the program to four other prisons in the Great Basin. This program will continue in 2016.

# Activity: Wildlife and Fisheries Management
# Subactivity: Fisheries Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Fisheries Management | *$000* | 12,530 | 12,530 | +190 | -35 | +0 | 12,685 | +155 |
| | *FTE* | 85 | 85 | | +0 | +0 | 85 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Fisheries Management: | ($000) | FTE |
|---|---|---|
| Internal Transfer to National Conservation Lands | -35 | +0 |
| Total | -35 | +0 |

## Justification of 2016 Program Change

The 2016 budget request for the Fisheries Management Program is $12,685,000 and 85 FTE and reflects an internal transfer of -$35,000.

**Transfer to National Conservation Lands (NM&NCAs) (-$35,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from varous MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $35,000 will be transferred from Fisheries Management. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

### Program Components

The BLM manages three million acres of lakes and 132,000 miles of rivers, which provide subsistence and support internationally famous recreational and blue ribbon fisheries, including the Rogue River, Lake Havasu and Gunnison Gorge. The economic value of recreational fishing on BLM-managed waters alone is an estimated $8.8 billion annually and supports several thousand jobs.[5]

The BLM Fisheries Management Program (BLM Fisheries) works to protect and restore these incredible aquatic resources, including hundreds of native fish, aquatic species and their habitats. Often

[5]2013 BLM Public Lands Statistics, http://www.blm.gov/public_land_statistics/pls13/pls2013.pdf

this is accomplished in conjunction with private landowners, Federal, State, and NGO partners. The BLM Fisheries Management program:

- Designs and implements lake, wetland, stream, and riparian treatments to restore and reconnect aquatic habitat on public and private lands;
- Assists and contributes to other BLM program areas to ensure fish, aquatic species and their habitats receive full consideration;
- Conducts aquatic resource research, inventory and monitoring to support BLM management decisions and assess effectiveness of management actions;
- Leads and participates in efforts to prevent and limit the spread of Aquatic Nuisance Species (ANS), including developing education and outreach materials;
- Leads, conducts and provides support for youth employment opportunities activities, and promotes and enhances BLM aquatic recreational experiences for veterans; and
- Establishes Bureau-wide policy, guidance and directives for BLM's aquatic resources.

**Critical Factors**

Challenges affecting aquatic resources on BLM lands:

- **Climate Change and Other Stressors:** Land health stressors, such as those associated with climate change, are increasing threats to fish and fish habitat as they cause changes to the aquatic habitat on BLM lands. Specifically, drought, changes in runoff and flow patterns, reduced stream network connectivity and the increasing risk of catastrophic wildfire individually and collectively impact aquatic resources. The effects of these land health stressors place a enormous strain on aquatic ecosystems. A greater focus on proactive conservation of these habitats will be essential for their long term persistence.
- **Rewable Energy Development:** The priority for developing renewable energy (hydropower, wind, solar, and geothermal) as part of the Powering Our Future initiative places increasing demands on BLM Fisheries personnel. The program is working to ensure sites of high potential for energy development, and the transmission corridors linking these sites to the energy grid, are developed in a responsible manner consistent with the short and long-term conservation needs of aquatic resources.
- **FERC Relicensing:** The licensing and relicensing of hydropower projects creates a significant opportunity to direct the development of license conditions to conserve fisheries resources so that Federal trust responsibilities are met for the next 30-50 years. It is imperative that the bureau is engaged during these liecensing processes.
- **Aquatic Organism Passage (AOP):** The program continues to focus on fish-passable culvert and bridge replacements. Culvert upgrades or removal reconnect high quality habitat for numerous aquatic species. AOP projects have the ability to immediately restore natural stream process and return fish to mature, functioning riparian and in-stream habitats.

- **Legacy Roads:** Road treatments are addressed to stabilize and reduce catastrophic sediment input from historic, poorly planned or failing roads made of soft fill material, which cannot adequately pass downstream water or deposits sediment laden runoff directly into fish bearing streams. Ponding and failure occurs as the standing water upstream overtops or erodes the road, resulting in severe erosion that inundates and smothers downstream fish habitat with sediment.

- **Invasive Species:** BLM Fisheries is responsible for working with State and other Federal agency partners to develop strategies and programs to combat the ecological and economic threats caused by aquatic nuisance species nationwide. BLM Fisheries' role is to minimize the threats from aquatic invasive species, such as the quagga and zebra mussel, New Zealand mudsnail, and multiple other plants, vertebrates and invertebrates. Aquatic invasive species pose a serious threat to our Nation's economy as well as the viability of native fish communities.

***The Least Chub…A BLM Fisheries Success Story***

In August 2014, the U.S. Fish and Wildlife Service withdrew the least chub from its Endangered Species Act candidate list, concluding that conservation efforts have reduced or eliminated current and future threats to the least chub to the point that the species is no longer in danger of extinction now or in the foreseeable future.

Cooperative conservation efforts were spearheaded by the Least Chub Conservation Team, of which BLM-Utah was a key member. The BLM provided financial and personnel support for least chub conservation work and critical on-the-ground conservation actions, which included the management and protection of existing populations and their associated habitats and replicating populations to new

**Means and Strategies**

BLM Fisheries is meeting these challenges by:

- Working synergistically with other BLM programs to create a lands treatment database to document where treatments take place on the landscape and the effectiveness of those treatments;

- Educating youth about the importance and complexity of fisheries and fisheries habitat through the expansion of the American Fisheries Society's Hutton Program;

- Working with partners including State agencies, universities, non-governmental organizations, and National Fish Habitat Partnership (NFHP) organizations.

- Assessing aquatic habitat using Trout Unlimited's modified Conservation Success Index methodology. This work is part of the on-going Assistance Agreement and will be utilized in BLM watersheds for critical aquatic assessments.

## 2016 Program Performance

BLM Fisheries will continue to support the bureau's mission-critical goals of maintaining and restoring aquatic-related species and their habitats. In addition to NFHP support, the BLM will play a significant role in the identification and implementation of these actions. Salmon and steelhead fisheries resources will remain a priority for those geographic areas within the migration range. BLM Fisheries will continue to work closely with the Aquatic Nuisance Species Task Force, including its Western Regional Panel, the Association of Fish and Wildlife

Agencies, the Western Association of Fish and Wildlife Agencies, Trout Unlimited, the National Fish and Wildlife Foundation and the American Fisheries Society.

In 2016 the BLM will build on previous efforts to restore and conserve fisheries and their habitats on BLM lands across America.

Numerous active fish habitat restoration activities will benefit native fish, including the Jack Wade Creek Placer Mining reclamation demo project in Alaska; the Escalante, San Rafael River watershed restorations in Utah; Overflow Wetland Pecos Pupfish conservation agreement restoration, San Juan River Basin Recovery Implementation Program in New Mexico; and Headwaters Forest Reserve-Road Decommissioning and Instream habitat restoration in California. Additional fisheries inventory and monitoring work will take place and inform management decisions via the Gulkana River Subsistence monitoring project in Alaska, and Coho salmon monitoring in the Mattole River, California.

Invasive species work is planned in the Paynes Creek wetlands in California. Nationally, the BLM plans to continue its Aquatic Invasive Species outreach work with Wildlife Forever. The program's invasive species prevention messages reach four million people annually through a successful advertising campaign in Western fishing and hunting regulation books.

The program continues to work with irrigators and farmers in the Bear River Basin, in Utah, Wyoming, and Idaho on one of the most successful fish passage programs in the country. It is one of the largest scale Trout Unlimited-BLM projects (600 mile river crossing three states), Over the last nine years, we have reconnected 151 miles of critical migration corridors, linking tributary and main stem habitats by removing fish passage barriers, installed over 35 fish passage structures to restore upstream access to critical spawning and rearing habitats in headwater tributaries. The prime fishery result is the return of large migratory Bonneville cutthroat trout across the drainage.

During 2016, the program will continue the ongoing 22-year old Maggie Creek Watershed Restoration effort near Elko, Nevada. Chosen as national model for watershed restoration efforts everywhere under the National Fish Habitat Initiative, the project so far has restored 82 miles of stream, 2,000 acres of riparian habitat, and 40,000 acres of upland watershed in the Maggie Creek basin. The most important fishery result has been the return of Lahontan cutthroat trout to 23 miles of stream where they were formerly extirpated.

Community service and outreach activities will be accomplished through partners including FishingCommunity.org and Project Healing Waters Veterans activities in Arizona, Alaska, Florida, Virginia, Maryland, West Virginia, and Washington DC; fishing day events throughout BLM field offices; and Cosumnes River Preserve and Redding Environmental education and outreach efforts in California. Finally, program efforts in 2016 will add to the successful 23-year cooperative conservation partnership with Trout Unlimited to reconnect, restore and sustain critical fisheries habitat and populations throughout the West.

# Threatened and Endangered Species Management

# Activity: Threatened and Endangered Species Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Threatened & Endangered Species | *$000* | 21,458 | 21,458 | +305 | -196 | +0 | 21,567 | +109 |
| | *FTE* | 152 | 152 | | +0 | +0 | 152 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Threatened & Endangered Species: | ($000) | FTE |
|---|---|---|
| Internal Transfer to National Conservation Lands | -196 | +0 |
| Total | -196 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Threatened and Endangered Species Program is $21,567,000 and 152 FTE, and reflects an internal transfer of $196,000.

**Transfer to National Conservation Lands (NM&NCAs) (-$196,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million, $196,000 will be transferred from Threatened and Endangered Species Management. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

The primary goal of the Threatened and Endangered (T&E) Species Program is to recover Federally-listed species and preclude the need to list candidate species. The program also provides support for conservation of non-listed, rare plant species. The long-term program vision is to achieve species recovery so that protection under the Endangered Species Act (ESA) is no longer required and to implement conservation programs for Bureau sensitive plants and Federal candidate species so that listing under the ESA is unnecessary.

### Program Components

Over 420 species listed under the ESA occur on BLM-managed lands. Furthermore, over 110 candidate species warranting Federal protection are found on BLM lands. BLM-managed lands are recognized as prime habitat for over 1,000 rare plant species and provide the only known habitat for more than 450 species of rare or listed plants and animals.

The BLM's successful conservation of these species requires implementation of the following tasks:

- Cooperative planning with other stakeholders in the preparation of recovery plans and development of conservation strategies for targeted species

- Implementing actions identified in species conservation and recovery plans;
- Conducting inventories for newly listed, proposed and candidate species; and,
- Monitoring species populations to determine if objectives identified in species conservation and recovery plans are being met.

**Critical Factors**

The number of Federallylisted species is steadily growing due to increasing conflicts with resource use and the compounding impacts of fire, drought, and climate change. The BLM is committed to prevent extirpation of these species on BLM-administered lands and to further recovery and conservation of Federally-listed and candidate species.

**Means and Strategies**

The BLM Threatened and Endangered Species Recovery Fund awards approximately $1.0 million annually, on a competitive basis, to recovery actions that culminate in a delisting or down-listing of a Threatened or Endangered species or precludes the need to list a candidate species. This Recovery Fund has supported significant species recovery efforts in the field, but BLM's recovery successes extend well beyond the funding associated with this initiative. Through the tireless efforts of BLM biologists, the invaluable partnerships that they cultivate, and the leveraging of funds from many different sources, the program has achieved a number of successes in species conservation. In 2014, seven Candidate Species were precluded from listing, in large part, due to the BLM's conservation efforts. For instance, the U.S Fish and Wildlife Service (FWS) announced that arctic grayling in Montana were deemed unwarranted for Federal listing. To date, the BLM has contributed approximately $250,000 towards grayling restoration efforts in South West Montana. Funds have been used to conduct population monitoring, restore riparian areas, install riparian fencing as well as help with grayling re-introduction efforts in the Upper Ruby River drainage. The FWS also withdrew least chub from the candidate list and concluded that conservation efforts have reduced or eliminated current and future threats to the fish. The BLM's participation was notable because three of five naturally occurring populations of the fish are on BLM-managed public lands. Finally, the FWS determined that Churchill Narrows buckwheat and Las Vegas buckwheat in Nevada did not warrant protection under the ESA.

The benefits of the Recovery Fund have been recognized by other Federal agencies. The BLM is currently working with USFWS, FS, NPS, and other Federal agencies in analyzing species occurence data, to strategically identify species which can be recovered through cooperative efforts. This endeavor will greatly increase the program's ability to recover and conserve T&E species and their habitats beyond jurisdictional boundaries. The targeted investment in recovering species meets a desired goal of sustainability and ecological integrity of BLM lands and also shifts focus from reacting to regulatory obligations to serving as proactive stewards of the land.

Cooperative Landscape Conservation Initiative

The Cooperative Landscape Conservation Initiative and the BLM's Healthy Landscapes program will help the T&E Program assess, manage, and provide for the conservation of Federally-designated species in light of impacts such as drought, wildfire, and invasive species encroachment. Ecoregional assessments and Landscape Conservation Cooperative efforts provide a landscape approach to addressing the health, resilience and intactness of

ecosystems. The T&E Program provides support for these initiatives by assisting with the development of rapid eco-regional assessments; listed species occurrence, distribution and critical habitat data on BLM lands; and collaborating with both intra and interagency outreach efforts.

Youth in the Great Outdoors Initiative

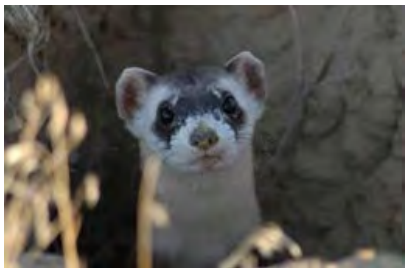
The T&E Program implements on-the-ground projects that either have an educational or outreach component to engage local youth or employ youth in conservation activities. The T&E Program will continue to hire recent college graduates in the biological sciences as part of the Chicago Botanic Garden's Conservation and Land Management Internship Program.

America's Great Outdoors

The T&E Program offers key criteria in selecting projects within the America's Great Outdoors initiative. The National Conservation Lands is an integral network of biologically diverse, wide ranging landscapes and ecosystems. Of the Federally protected species and rare plants that occur on BLM lands, 155 species occur only within designated units of the National Conservation Lands. An additional 114 species have at least 50 percent of their populations represented on National Conservation Lands. The National Conservation Lands are integral to threatened and endangered species conservation and recovery. The T&E Program will continue to support and implement management actions within the National Conservation Lands that benefit listed species or their habitat.

Program Collaboration and Partnerships

The range of most of the listed species found on BLM lands includes lands and waters not administered by the agency. The recovery of listed species requires management at the population or metapopulation scale, regardless of jurisdiction lines. Extensive collaboration and cooperation with a number of partners, including other agencies and organizations, is therefore an integral element of the T&E Program. Conservation collaborations typically begin with the development of recovery plans, written under the leadership of the U.S. Fish and Wildlife Service (FWS) or the National Marine Fisheries Service (NMFS). Implementation of recovery actions identified in these plans typically involves collaboration with such partners as State fish and game, other Federal, and non-governmental organizations (NGOs).



An example of this collaboration is the BLM's participation in the Black-Footed Ferret Recovery Implementation Team Executive Committee. Members include: the FWS, the U.S. Geological Survey, the National Park Service, the U.S. Forest Service, The Wildlife Society, The Nature Conservancy and several other NGOs and Federal and State Agencies. Efforts include the development of a sylvatic oral plague vaccine to protect ferrets and their prey, the prairie dog, against plague infection. The BLM continues to offer assistance in providing locations to implement the safety and efficacy trials for the vaccine's use in the field. The BLM also continues to increase its involvement in identifying appropriate areas where prairie dog expansion or re-colonization can take place and identifying potential sites for black-footed ferret reintroduction

Compliance and Consultation

In addition to recovery planning and implementation, consultation under Section 7 of the ESA is a significant BLM endangered species management responsibility. Under the ESA, the BLM must consult with the FWS or the NMFS whenever it determines that an action it authorizes, funds, or carries out may affect a listed species. The BLM completes approximately 600 formal and informal consultations annually under Section 7 of the ESA. The monitoring, inventory, and recovery of Federally-listed species, supported by the T&E program, offer many benefits to other BLM priority portfolio programs such as energy development, mineral extraction, range management, horse and burro, forestry, and recreation. The inventory and monitoring information collected informs the consultation process, and the recovery efforts for Federally-listed and candidate species bolsters the resiliency of the species on the ground, which may accommodate more opportunities for multiple use.

## 2016 Program Performance

In 2016, the BLM T&E Program will:

- Continue to emphasize the completion of recovery tasks as identified in species recovery plans;
- Continue to focus on the program's primary goal of completing actions that lead to species recovery with support from the Threatened & Endangered Species Recovery Fund;
- Continue to document the program's accomplishments and efforts towards species recovery through the Special Status Species Tracking System, a reporting system developed by BLM's National Operation Center;
- Continue to inventory and monitor habitat on the millions of BLM acres where Federally-listed species are known or suspected to occur; and
- Continue to leverage additional dollars, equipment, and labor from Federal and non-Federal partners with shared T&E species recovery objectives.

# Recreation Management

# Activity: Recreation Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Wilderness Management | *$000* | 18,264 | 18,264 | +295 | +0 | +0 | 18,559 | +295 |
| | *FTE* | 146 | 146 | | +0 | +0 | 146 | 0 |
| Recreation Management | *$000* | 48,697 | 48,697 | +654 | -1,615 | +9,115 | 56,851 | +8,154 |
| | *FTE* | 372 | 372 | | +0 | +5 | 377 | 5 |
| Total, Recreation Management | *$000* | 66,961 | 66,961 | +949 | -1,615 | +9,115 | 75,410 | +8,449 |
| | *FTE* | 518 | 518 | | +0 | +5 | 523 | 5 |

## Justification of 2016 Program Change

The 2016 budget request for the Recreation Resource Management Activity is $75,410,000 and 523 FTE, and reflects an internal transfer of -$1,615,000 and a program change of +$9,115,000 and +5 FTE from the 2015 enacted level.

## Activity Description

The Recreation Management Activity supports efforts to:

- Provide resource-related recreational opportunities for a wide range of activities;
- Furnish quality visitor services;
- Provide a diversity of recreation facilities, visitor centers, and competitive activities;
- Identify and protect wilderness values;
- Assure that the public receives fair market value for any commercial ventures conducted on public lands; and
- Collect recreation use and entrance fees in the best interest of the general public.

These responsibilities are encompassed by the Bureau's strategic goal to provide opportunities for environmentally responsible recreation.

The Recreation Management Activity provides:

- Recreation planning and visitor use monitoring;
- Trails, access, and rivers management including off-highway vehicle, public access, and comprehensive travel and transportation management;
- Visitor services, information, interpretation and stewardship education;
- Visitor health, safety, and accessibility for persons with disabilities;
- Recreation facility design, operation, and maintenance including visitor centers;
- Recreation and community support partnerships including tourism and marketing;
- Wilderness management in the National Conservation Lands; and
- Support to partnerships, volunteers, and youth programs.

# Activity: Recreation Management
# Subactivity: Wilderness Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Wilderness Management | *$000* | 18,264 | 18,264 | +295 | +0 | +0 | 18,559 | +295 |
| | *FTE* | 146 | 146 | | +0 | +0 | 146 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Wilderness Management Program is $18,559,000 and 146 FTE.

## Program Overview

The Wilderness Management Program is a part of the BLM National Conservation Lands. The BLM's 15-year National Conservation Lands strategy supports the bureau's multiple-use mission by ensuring that management efforts are focused on conservation, while allowing for compatible uses, consistent with the designating legislation of the concerned wilderness area. In addition to conservation, the strategy emphasizes continued collaboration, public involvement, and youth engagement. Engaging local communities to help them foster a sense of shared stewardship and pride in their local wilderness is a key part of the Wilderness Management Program. The program also contributes to the Department of the Interior's Youth in the Great Outdoors Initiative by providing abundant opportunities for recreation, education, volunteerism, and work experience.

For more information on the National Conservation Lands Strategy, visit the BLM website at: http://www.blm.gov/wo/st/en/info/newsroom/2011/september/NR_09_30_2011.html

The BLM is required to meet legal requirements for administering the Wilderness Management Program while also conserving, protecting, and restoring National Conservation Lands values in the 222 Wilderness Areas (8.7 million acres) and more than 520 Wilderness Study Areas (12.7 million acres) under BLM management as defined below:

- Wilderness Areas are undeveloped Federal lands designated by law to be managed to protect their wilderness character as defined by the Wilderness Act of 1964. These designated areas are generally large, natural, and undeveloped landscapes that offer outstanding opportunities for solitude or primitive and unconfined types of recreation.
- Wilderness Study Areas (WSAs) are roadless areas that contain wilderness characteristics and are protected to maintain those characteristics until Congress designates them as Wilderness Areas or releases them for non-wilderness uses.

The Wilderness Management Program focuses on the protection and conservation of wilderness and National Conservation Lands values with the following activities:

- Monitoring and preserving wilderness character;
- Managing use and encouraging appropriate wilderness uses;
- Monitoring and managing for noxious weed infestations, trespass activities, and recreation; and
- Restoring impacted areas such as trampled vegetation and eroded soil caused by unauthorized off-highway vehicles (OHV) travelling cross-country.

The National Wilderness Preservation System includes all Wilderness Areas managed by the U.S. Forest Service (USFS), the BLM, the National Park Service (NPS) and the U.S. Fish and Wildlife Service (FWS). It does not include BLM's WSAs. The BLM is unique in that the vast majority of its Wilderness Areas and WSAs are located in delicate desert environments; this adds an important ecosystem component to the National Wilderness Preservation System. Millions of people visit these areas annually either on their own or through the hundreds of permitted commercial outfitters that assist the public in enjoying these unique lands. This use provides significant economic impact to local communities and helps to sustain the natural heritage of their wilderness landscapes.

The Wilderness Management Program frequently addresses challenges associated with unauthorized uses such as illegal OHV use, which result in the degradation of wilderness character. Managing the wilderness resource requires collaboratively managing these assets as part of the larger landscape. After a Wilderness Area is designated, the BLM typically spends the first three years marking and mapping the boundary, and providing visitor services such as maps and other public information. Subsequent management includes acquiring in-holdings from willing sellers, restoring wilderness character where needed, engaging in land use planning and monitoring, implementing wilderness management plans, and providing visitor services. BLM staff engage in land use planning to prepare management plans for Wilderness Areas to guide long-term management and protection of wilderness character. These plans raise public awareness and understanding of the National Conservation Lands, promote stewardship of BLM-managed land, and provide for the use and enjoyment of these lands by present and future generations.

**Program Emphasis Areas**

**Preserving Wilderness Character**
Preserving wilderness character is at the heart of the BLM's responsibility to protect its Wilderness Areas for future generations. An interagency strategy for monitoring trends in wilderness character across the National Wilderness Preservation System outlines a unified approach for collecting data and will allow the identification of trends in wilderness character quality across all wilderness-managing agencies. The protocol developed to monitor and describe trends in the quality of wilderness character will eventually enable the BLM to establish a meaningful measure with verified baseline data, which will ensure that the BLM preserves wilderness character as required by the Wilderness Act.

During 2015, the BLM expects to continue gathering baseline data for each of its 222 Wilderness Areas. The BLM will then use this information to make meaningful, efficient management decisions to maintain or improve wilderness character.

**Enhancing Scientific Knowledge**
BLM Wilderness Areas play a critical role in increasing scientific knowledge about a wide array of management challenges. The need for scientific research and information grows as new

issues are identified, including the effects of drought, climate change, and other landscape stressors on species habitat and migration corridors. Improved, higher-resolution satellite imagery and aerial photography aid in the monitoring of Wilderness Areas and WSAs. The BLM is also enhancing the role of science partnerships in wilderness management and collaborating with partners to help manage its Wilderness Areas as a part of larger landscapes.

**Developing Partnerships and Engaging People and Communities**
Developing partnerships in wilderness stewardship is an important aspect of managing Wilderness Areas and WSAs and allows the BLM to leverage limited resources to achieve management goals. The Wilderness Management Program benefits greatly from a volunteer force that provides thousands of hours of resource monitoring in addition to materials and transportation for specific projects. The BLM has established nearly 100 formal and informal partnerships to facilitate wilderness stewardship activities. Typical examples of work performed by partners in Wilderness Areas and WSAs include building and maintaining trails, eradicating and monitoring for invasive species, interim management monitoring of WSAs, and reclaiming and restoring affected areas to create more-natural environments. The BLM has developed a Memorandum of Understanding with the National Wilderness Stewardship Alliance, a national organization that is coordinating the establishment of partners and friends groups to assist in wilderness stewardship in the National Wilderness Preservation System. Many of these groups have strong ties to local communities and can help foster a sense of shared stewardship and pride in their local wilderness.

**Connecting Landscapes by Working Collaboratively**
The Wilderness Management Program benefits greatly by working collaboratively with several crosscutting BLM programs and other agencies to achieve larger landscape-scale goals. Projects that manage wildlife, fire, weeds, and rangeland resources routinely benefit wilderness resources and assist the BLM in meeting its legal requirements. By establishing connections across boundaries with other jurisdictions; other Federal, State and local agencies; and private conservation lands, the BLM complements and supplements the management of these areas, allowing the BLM to manage the Wilderness Areas under its jurisdiction as a part of these larger landscapes and strengthening the resilience of all areas.

## 2016 Program Performance

In 2016, the BLM plans to monitor its 222 Wilderness Areas and will continue routine monitoring of its more than 520 WSAs to ensure the BLM is protecting those areas' wilderness character. Due to competing program priorities, the BLM was not able to complete collection of baseline wilderness character data for all of its Wilderness Areas by the end of 2014. Since establishing this baseline is essential to implementing the interagency strategy for monitoring trends in wilderness character, the BLM will develop an interim performance measure that assesses the percentage of BLM Wilderness Areas for which the agency has collected baseline data. Having a completed baseline will allow the BLM to begin to identify trends in wilderness character quality using a protocol common to all four wilderness-managing agencies.

In addition, BLM's efforts to update existing wilderness characteristics inventories will continue to be a priority workload in 2016. As the BLM prepares to update several land use plans in the next few years, it will be necessary to have high-quality, up-to-date inventories of lands with wilderness characteristics in order to ensure the success of these plans. This workload will entail providing training for agency staff responsible for conducting inventories of lands with wilderness characteristics, and considering such lands in the land use planning process. The

training will conform to BLM Manual 6310—Conducting Wilderness Characteristics Inventory on BLM Lands, and BLM Manual 6320—Considering Lands with Wilderness Characteristics in the BLM Land Use Planning Process.

# Activity: Recreation Management
# Subactivity: Recreation Resources Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Recreation Management | *$000* | 48,697 | 48,697 | +654 | -1,615 | +9,115 | 56,851 | +8,154 |
| | *FTE* | 372 | 372 | | +0 | +5 | 377 | +5 |

| Summary of 2016 Program Changes/Internal Transfers for Recreation Management: | ($000) | FTE |
|---|---|---|
| National Recreation Strategy | +6,615 | +5 |
| Youth in the Great Outdoors | +2,500 | +0 |
| Internal Transfer to National Conservation Lands | -1,615 | +0 |
| Total | +7,500 | +5 |

## Justification of 2016 Program Changes

The 2016 budget request for the Recreation Resources Management Program is $56,851,000 and 377 FTE. This reflects program increases of +$9,115,000 and +5 FTE and internal transfers of -$1,615 and 0 FTE from the 2015 enacted level.

**National Recreation Strategy – Connecting with Communities(+$6,615,000/+5 FTE)** – The requested increase will allow the BLM to implement its National Recreation Strategy, which aligns the resources of the BLM's Recreation & Visitor Services Program with the desired outcomes of local communities, businesses, and other service providers to increase delivery of benefits to the recreating public and refines program objectives to achieve recreation-tourism outcomes that communities value most, while capitalizing on the inherent advantages of the BLM's unique recreation brand. In 2016, the program will address safety needs, provide better signage and interpretive exhibits, improve accessibility standards at 26 BLM Visitor Centers, and implement the Mountain Bike Action Plan with national partners.

Funding will also be used for an interactive national level map; a site specific webpage design that features recreation information; and static, printable PDF maps showing recreation facilities and amenities. These products will have a consistent look and feel, operate on a variety of platforms, including mobile networks, and will provide consistent and accessible information across all BLM recreation sites and units of the National Conservation Lands with information about each site and available recreation.

**Youth in the Great Outdoors (+$2,500,000/0 FTE)** – The 2016 budget request includes a $2.5 million increase for the Secretary's Youth Initiative in the Recreation and Visitor Services program. Funding will allow the BLM to expand efforts to educate, engage, and employ young people. Special consideration will be given to those programs that provide youth from diverse backgrounds with hands-on learning in Science, Technology, Engineering, and Mathematics (STEM), and prepare them for careers in STEM fields.

**Transfer to National Conservation Lands (-$1,615,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation

Lands. Of the $5.0 million, $1.6 million will be transferred from Recreation Resources Management. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

Public lands managed by the BLM provide some of the most diverse outdoor recreation opportunities on Federal lands in the western U.S. The Bureau's Recreation and Visitor Services Program oversees a broad and complex set of recreation related and social management activities and programs.

The Recreation Management program is responsible for the following components:

- **Recreation Planning** – Evaluating and assessing a wide range of social, economic, and recreational uses of public lands through the land use planning (LUP) process. Recreation Area Management Plans are prepared to implement LUP decisions in designated recreation management areas.
- **Travel and Transportation Management** – Determining public and resource use access needs through the LUP process. The BLM travel and transportation management planning process establishes designations and restrictions for all modes of transportation including motorized and non-motorized uses.
- **Visitor Safety –** Providing opportunities for safe recreational activities for the public, as well as, to educate and encourage safe behavior.
- **Facility Management and Accessibility** – Providing daily operation and routine maintenance of over 3,650 recreation sites and 380 Special Recreation Management Areas, including campgrounds, picnic and day use areas, visitor centers, waysides and kiosks, watchable wildlife sites, historic buildings and lighthouses, trailhead access points, and thousands of miles of rivers and trails. As communities near public lands grow in the West, visitation and demands for new trails and visitor service facilities increase each year. In addition to operating facilities, the BLM is responsible for ensuring facilities and programs meet accessibility standards for persons with disabilities.
- **River Management** – Managing over 500 segments and about 9,000 miles of floatable/boatable rivers and lakes along with associated issues related to water quality, permitting, education and interpretation, visitor safety, enforcement patrols, and resource management. Of these floatable/boatable rivers and lakes, 320 segments and 6,600 miles have significant recreational value. A portion of the funds for river management also serves the needs of Wild and Scenic Rivers, managed by the National Conservation Lands (reference NCL write-up).
- **National Scenic & Historic Trails** – Monitoring over 4,500 miles of 10 National Historic Trails and is responsible for over 600 miles of three National Scenic Trails. (For more information, reference the National Conservation Lands activity).

- **Hunting, Fishing, and Shooting Sports** – Implementing important provisions of Executive Order 13443, Facilitation of Hunting Heritage and Wildlife Conservation, which directs agencies to facilitate the expansion and enhancement of hunting opportunities and the management of game species and their habitat.
- **Youth** – Overseeing components of the Bureau's Youth in the Great Outdoors initiative, a significant component of the President's America's Great Outdoors initiative. The Recreation program also oversees the Take It Outside program to promote outdoor activities for kids. The BLM will continue to promote healthy and active lifestyles and better engage the next generation as public land stewards for natural resource conservation.
- **Visual Resources** – Analyzing, managing, and ensuring protection of visual resources to maintain valued landscape aesthetic character.
- **Recreation Permits, Fees, and Commercial Leases** – Reviewing, implementing, and monitoring over 3,200 special commercial and competitive recreation permits and over 800,000 individual use authorizations for special areas each year. The BLM also provides oversight and accountability for the recreation permit, fee, and commercial lease program.
- **Public Outreach, Stewardship and Partnerships** – Promoting and supporting partnerships, volunteerism and stewardship to enhance recreational and educational experiences for visitors and public land users. The BLM is working with community leaders and networks of service providers to manage recreation opportunities that the public wants and that will bring economic benefits to local communities. The Bureau is also partnering with veterans and disabled sportsmen's groups to ensure access to recreational opportunities.
- **Visitor Information** – Providing visitor information and services including maps, websites, interpretation and environmental education. Enhancing the quality and consistency of baseline visitor and resource data by conducting inventories and implementing visitor use monitoring systems to improve understanding of the full range of social, economic and community resource values and enhance decision making capabilities.
- **Cave Management** – Overseeing cave and karst (an irregular limestone region with sinkholes, underground streams, and caverns) resource management policies and program.
- **Customer/Visitor Service Satisfaction Surveys** – Measuring success in providing quality visitor services through an annual survey. The BLM continues to maintain scores of above the 90 percent range in customer satisfaction in providing recreation program visitor services and facilities to its customers.

**Critical Factors**

The primary critical factors impacting the Recreation Program are:

- **Urban Growth:** As communities near public lands grow in the West, visitation and demands for new trails and visitor service facilities have increased each year. There are over 132 million acres of BLM-managed land in the western U.S. within 50 miles of an urban area with a population of 50,000 or greater.
- **Public Demand:** Visitation to public lands has increased from 51 million visitors in 2001 to 61 million in 2014
- **Public Access Conflict:** Off-highway vehicle (OHV) use on public lands continues to increase. The BLM addresses travel and transportation planning as well as OHV

management and restoration needs through Travel Management Plans and the Resource Management Planning process. In response to the increased OHV use, the BLM is implementing a comprehensive and interdisciplinary approach in developing travel management plans and implementing actions to address the demand for public services, ensure public health and safety, protect natural and cultural resources, and reduce use conflicts.

- **Public Safety and Resource Protection:** Increasing urbanization and motorized activities have resulted in law enforcement personnel spending significant resources on OHV, urban interface and border-related enforcement activities.

**Means and Strategies**

The primary means and strategies utilized in the Recreation Program are:

- **Visitor Data:** Improving baseline visitor and resource data by conducting inventories and implementing visitor use monitoring systems.
- **Travel and Public Access Management:** Balancing off-highway vehicle access and use with resource protection and public access needs by updating and implementing comprehensive travel management plans;
- **Visitor Information and Education:** Expanding visitor information delivery and quality by improving signing and websites, and developing travel maps.
- **Visitor health, safety and accessibility:** Ensuring and enhancing visitor health and safety and improving access for the disabled by conducting recreation facility condition assessments and fixing problems or hazards.
- **Permits and Use Authorizations:** Regulating uses by issuing and monitoring recreation use permits and allocating use for commercial, competitive, organized, and individual uses within specially designated areas.
- **Accountability and transparency**: Improving accountability and effectiveness by issuing recreation special permits, conducting fee program and fee site business practices assessments, and conducting audits and program evaluations.
- **Visitor Use Monitoring:** Protecting resources, improving services, and enhancing the quality of recreational experiences by monitoring visitor use and satisfaction, as well as monitoring vehicular use and their impacts on resources.
- **Partnerships and Public Service:** Reducing operational costs by emphasizing the use of volunteers and providing extensive public service opportunities. The recreation program has been particularly successful in engaging volunteers, accounting for almost half of the entire Bureau's volunteer hours and nearly doubling the seasonal recreation workforce to serve visitors, maintain facilities and restore resources.

## 2016 Program Performance

The public lands attract millions of visitors each year that are economic engines for local communities across the West. In 2014, 61 million recreational visits to Federal public lands and waters generated over $5.5 billion in economic outputs, and supported over 42,000 jobs. In 2016, the BLM will invest in the programs that support recreational visits, build strong partnerships, and create the maximum potential for recreation benefits to local communities.

The additional funding would allow the BLM to implement the National Recreation Strategy with the following priority areas:

***Backyard to Backcountry:*** More than 120 urban centers in the western United States and thousands of rural towns are located within 25 miles of BLM lands, according to data from the 2010 census. Although many in the past have viewed this intermingling of public lands with State, county, and private lands as a weakness, this ready accessibility to public lands creates a unique recreation-tourism product, a distinctive niche in the Federal recreation marketplace that offers a competitive advantage.

Typically, the BLM has engaged with recreation partners when opportunities have presented themselves for specific activities. The National Recreation Strategy would move the Bureau away from a reactive approach to these partnerships and would devote the necessary resources to making sustained efforts to identify and develop outcome-focused partnerships with community networks of service providers as a matter of good business. Partnership in community networks will also help the BLM focus on its recreation brand and develop systematic plans that maximize the most significant shared benefits, without trying to be “all things to all people.

# Energy and Minerals Mangement

# Activity: Energy and Minerals Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Oil & Gas Management [1] | *$000* | 80,877 | 53,183 | +867 | -11 | +5,632 | 59,671 | +6,488 |
| | *FTE* | 595 | 347 | | +0 | -16 | 331 | -16 |
| Oil & Gas Permit Processing from Fee Collections | *$000* | 32,500 | 32,500 | +0 | +0 | -25,375 | 7,125 | -25,375 |
| | *FTE* | 275 | 275 | | +0 | -234 | 41 | -234 |
| Onshore Oil & Gas Inspection Activities [2] | *$000* | [38,000] | 41,126 | +0 | +0 | +6,874 | [48,000] | +6,874 |
| | *FTE* | [265] | 270 | | +0 | +15 | 285 | +15 |
| Coal Management | *$000* | 9,595 | 9,595 | +173 | +0 | +1,100 | 10,868 | +1,273 |
| | *FTE* | 66 | 66 | | | +0 | 66 | +0 |
| Other Mineral Resources | *$000* | 10,586 | 10,586 | +193 | +0 | +1,100 | 11,879 | +1,293 |
| | *FTE* | 82 | 82 | | +0 | +0 | 82 | +0 |
| Renewable Energy | *$000* | 29,061 | 29,061 | +295 | +0 | +0 | 29,356 | +295 |
| | *FTE* | 144 | 144 | | +0 | +0 | 144 | +0 |
| Total, Energy & Minerals Management | *$000* | 130,119 | 143,551 | +1,528 | -11 | -26,169 | 118,899 | -24,652 |
| | *FTE* | 1,162 | 1,184 | | +0 | -520 | 664 | -520 |

(1): 2014 and 2015 Oil and Gas Management FTE include 275 FTE paid for with APD fees. See Oil and Gas Management subactivity table and chapter for details.

(2): The 2016 budget proposes to shift the cost of inspections to inspection fees, which are estimated to generate $48.0 million.

## Justification of 2016 Program Changes

The 2016 budget request for current appropriations for the Energy and Minerals Management activity is $118,899,000 and 664 FTE, a program change of -24,652,000 and -520 FTE from the 2015 enacted level. These net changes reflect increases in other funding sources available to the program under separate authorizing legislation and from proposed new fee revenues. The budget assumes an additional $48,000,000 in funding resources would be available to the Oil and Gas Program through proposed oil and gas inspection fees. In addition, as a result of recent changes included in the National Defense Authorization Act for 2015, an estimated $56,495,000 in mandatory funds in the Oil and Gas Permit Processing Improvement Fund would also be available to the Oil and Gas Program. All told, total funding resources available to the Oil and Gas Program in 2016 is estimated to be $171.3 million, or $29.1 million above the 2015 estimate. See the Oil and Gas Management subactivity for more details.

## Activity Description

Energy and mineral resources generate the highest revenue values of any uses of the public lands from royalties, rents, bonuses, sales, and fees. In 2014, onshore Federal lands produced 41 percent of the Nation's coal, 40 percent of the Nation's geothermal capacity, 11 percent of domestic natural gas, and five percent of domestically-produced oil.

The goal of the Oil and Gas Program is to provide access to oil and gas where appropriate, and to manage exploration and development activities in an environmentally sound way.

Coal is used to generate approximately 46 percent of the Nation's electricity. The electric power sector (electric utilities and independent power producers) accounts for about 90 percent of all coal consumed in the U.S. and is the driving force for the Nation's coal consumption.

The BLM provides other minerals needed to support local infrastructure and economic development. Demand is increasing globally for non-energy solid minerals such as potassium, phosphate, sodium, and potash. Other important mineral resources produced from public lands include uranium, gold, silver, gypsum, sodium, building stone, sand, and gravel. The BLM processes sales and issues permits for mineral materials such as sand, gravel, stone, and clays, which are essential to maintenance and construction of roads and buildings, including those used by the BLM to fulfill its land management objectives.

The Renewable Energy Management Program is responsible for processing right-of-way applications for wind and solar energy, overseeing geothermal energy leasing and development, and prioritizing transmission development associated with renewable energy production.

Geothermal energy development was historically managed as part of the Oil and Gas Management Program. Funding for geothermal leasing and development was transferred from the Oil and Gas Management Program to the Renewable Energy Program in 2013 as management oversight of renewable energy development was consolidated into a single program. The BLM has the delegated authority for leasing 249 million acres of Federal land (including just over 100 million acres of National Forest land) with geothermal potential.

# Activity: Energy and Minerals Management
# Subactivity: Oil and Gas Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Oil & Gas Management | *$000* | 80,877 | 53,183 | +867 | -11 | +5,632 | 59,671 | +6,488 |
| | *FTE* | 595 | 347 | | +0 | -16 | 331 | -16 |
| Oil & Gas Permit Processing from Fee Collections | *$000* | 32,500 | 32,500 | +0 | +0 | -25,375 | 7,125 | -25,375 |
| | *FTE* | 275 | 275 | | +0 | -234 | 41 | -234 |
| Oil & Gas Inspection Activities | *$000* | [38,000] | 41,126 | +0 | +0 | +6,874 | 48,000 | +6,874 |
| | *FTE* | [265] | 270 | | +0 | +15 | 285 | +15 |
| Subtotal, Oil & Gas Program | *$000* | 113,377 | 126,809 | +867 | -11 | -12,869 | 114,796 | -12,013 |
| | *FTE* | 870 | 892 | | +0 | -235 | 657 | -235 |
| Less Offsetting Fees (Permit Processing and Inspection | *$000* | -32,500 | -32,500 | +0 | +0 | -15,500 | -48,000 | -15,500 |
| | *FTE* | -275 | -275 | | | -10 | -285 | -10 |
| Total, Oil & Gas Mgmt | *$000* | 80,877 | 94,309 | +867 | -11 | -28,369 | 66,796 | -27,513 |
| | *FTE* | 595 | 617 | | +0 | -245 | 372 | -245 |

| Summary of 2016 Program Changes/Internal Transfers for Oil & Gas Management: | ($000) | FTE |
|---|---|---|
| Encourage Smart Development through MLPs | +5,757 | +0 |
| Enhance Capability of Pilot Offices | +3,000 | -16 |
| AFMSS Modernization | +4,000 | +0 |
| Reduction - Shift base funding for Permitting | -7,125 | +0 |
| Increase Inspection Capacity | +6,874 | +15 |
| Shift Cost of Inpsection to Fees | -48,000 | +0 |
| Internal Transfer to National Conservation Lands | -11 | +0 |
| Total | -35,505 | -1 |

| Other Resources Supporting Oil & Gas Management: | | | | | |
|---|---|---|---|---|---|
| | | 2014 Actual | 2015 Estimate | 2016 Estimate | Change from 2015 |
| Energy Act Permit Processing Fund | *$000* | 14,066 | 15,418 | 56,495 | +41,077 |
| | *FTE* | *155* | *155* | 430 | +275 |
| Energy and Minerals Cost Recovery | *$000* | 5,399 | 5,160 | 5,160 | +0 |
| | *FTE* | *22* | *22* | *22* | +0 |
| Abandoned Wells Remediation Fund | *$000* | 10,000 | 36,000 | 0 | -36,000 |
| | *FTE* | 0 | 0 | 0 | +0 |

Notes:

*- Energy Act Permit Processing Fund amounts are shown as new budget authority derived from 50 percent of rents from onshore mineral leases for oil and gas, coal, and oil shale on Federal lands; Section 365 of the Energy Policy Act of 2005 (Public Law 109-58) appropriates these funds on a permanent basis. More information on Energy Act Permit Processing Fund is found in the Permanent Operating Funds chapter*

*- Energy and Minerals Cost Recovery amounts are shown as new budget authority derived from fees that include costs of actions such as environmental studies performed by the BLM, lease applications, and other processing related costs; Independent Offices Appropriations Act (IOAA), as amended (31 USC 9701), Section 304(a) of the Federal Land Policy and Management Act of 1976, as amended (43 USC 1734) appropriates these funds on a current basis. More information on Energy and Minerals Cost Recovery is found in the Service Charges, Deposits, & Forfeitures chapter*

*- Abandoned Wells Remediation Fund amounts are shown as new budget authority derived from General Fund; Section 349 of the Energy Policy Act of 2005 (Public Law 109-58), as amended by Public Law 113-40, the Helium Stewardship Act of 2013 (42 USC 15907) appropriates these funds on a permanent basis. More information on Abandoned Wells Remediation Fund is found in the Abandoned Wells Remediation Fund chapter*
*- Amount in 2014 and 2015 for Energy Act Permit Processing Fund and Abandoned Well Remediation Fund shown net of sequestration*

*- Actual and estimated obligations, by year for Abandoned Wells Remediation Fund are found in President's Budget Appendix under the BLM section*

## Justification of 2016 Program Changes

The Oil and Gas Management subactivity table above has been expanded to show all current appropriations and offsetting fees requested for the Oil and Gas Program. This includes a separate line for Oil and Gas Inspections Activities for comparison of this funding relative to the budget presentation in the 2015 appropriations support table. These funding resources are further augmented by an estimated $56.9 million in permanent appropriations authorized by the National Defense Authorization Act (NDAA) of 2015. The total of all these funding resources represents a $29.1 million, or 20 percent, increase for BLM's Oil and Gas Program over the 2015 level. The permanent funding is deposited into BLM's Permit Processing Improvement Fund and is further discussed in the Permanent Operating Funds chapter.

The 2016 budget request for the Oil and Gas Management subactivity is $59.7 million, and 331 FTE, a program change of +$5.6 million and -16 FTE and an internal transfer of -$11,000 and 0 FTE from the 2015 enacted level. The request for current appropriations includes an additional $7.1 million (and 41 FTE) that will be covered by the 15 percent of APD fees authorized by the National Defense Authorization Act of 2015. This $7.1 million in requested appropriations, plus the 85 percent of APD fees permanently appropriated by the NDAA (estimated at $40.4 million and shown in the Permanent Operating Funds chapter) replace the $32.5 million in APD offsetting collections provided in the 2015 appropriations bill. Due to the availability of this mandatory funding, total discretionary program resources requested for the Oil and Gas program, including fee-based funding, is $114.8 million, a program decrease of -$12.9 million from the 2015 enacted level. The budget proposes to offset this request with $48.0 million in

offsetting fees for a net total of $66.8 million for Oil and Gas Management. Following are the individual program change descriptions.

**Master Leasing Plans (+$5,757,000/0 FTE)** – The 2016 budget request includes an increase of nearly $5.8 million to fund the development of oil and gas master leasing plans (MLPs) that are currently in process or are scheduled to begin in 2016. The BLM typically prepares MLPs in areas where the BLM anticipates high interest for leasing and there are potential conflicts with other natural resources. The MLPs build upon Resource Management Plan decisions by providing a more focused and detailed analysis, including an analysis of optimal lease parcel configurations and potential development scenarios; identifying and addressing resource conflicts and associated environmental impacts; and identifying mitigation strategies and constraints. Through the MLP process, the BLM analyzes and resolves these issues prior to conducting lease sales; therefore, the MLPs will provide oil and gas operators increased regulatory certainty when obtaining and developing lease parcels. The requested funding will be used to complete or begin MLPs within the BLM Utah, New Mexico, Colorado, and Wyoming State offices.

**Enhance Capacity of Oil and Gas Pilot/Project Offices (+$3,000,000/+25 FTE) –** In addition to authorizing APD fees for 2016 through 2026, the NDAA also permanently extends BLM access to mineral lease rent revenues deposited in the Permit Processing Improvement Fund, which have been a significant source of funding for the BLM Pilot Offices established under the Energy Policy Act (EPAct) of 2005. Under EPAct, BLM's access to these mandatory rent revenues was set to expire at the end of fiscal year 2015. The budget estimates that $16.1 million in rental receipts will be deposited in the PPIF in 2016, an increase of $702,000 over the 2015 estimate. Given the heavy workload and increasing need for the BLM to support increased domestic oil and gas production, the budget proposes to not only sustain, but enhance the capacity of current and future oil and gas pilot/project offices with an additional $3.0 million in requested current appropriations. Current funding levels for pilot offices and other energy-intensive district and field offices have not kept pace with the increasingly time-consuming and complex work associated with processing current APDs. The requested funding will help the BLM reduce the backlog of APDs, address stronger wellbore integrity needs through implementation of the hydraulic fracturing regulation, and allow the BLM to address the complexities related to longer horizontal well completions. This will require better technical knowledge, training and a need to replace departing engineers due to retirement or other career moves. The goal of the added program capacity is to accelerate the processing times of APDs and other use authorizations.

**Automated Fluid Minerals Support System Modernization (+$4,000,000/0 FTE):** The 2016 budget request includes an increase of $4.0 million to complete the final phase of the information technology modernization project to update the 19-year old Automated Fluid Minerals Support System (AFMSS). The AFMSS system is used for the collection, management, and sharing of information on authorized use of fluid minerals (e.g. oil, gas, geothermal and helium), including the issuance of drilling permits and collection of inspection and enforcement data across Federal and Indian onshore operations. The new system will automate workflows to be consistent with BLM standards and will minimize the need for manual data entry, thereby improving data quality. The first phase of the project, automating the Notice of Staking and APD processes, has been implemented as a pilot and will be implemented throughout the Bureau in 2015. In FY 2015, the BLM will also complete the second stage of the project, which will phase out the current system and automate the collection of inspection data via tablet computers. The funding increase of $4.0 million requested as part of the FY 2016

President's Budget will be used for completing the final phase that will automate processes not supported by the current system, allowing BLM employees to gather and evaluate a wider range of information in a more efficient manner. AFMSS is used by other bureaus including the Bureau of Indian Affairs, the U.S. Forest Service, and Interior's Office of Natural Resources Revenue. The BLM plans to make use of the lessons learned from its modernization of the AFMSS and continue to coordinate with these bureaus, the Department's Chief Information Officer, and other bureaus and offices to ensure that related systems are fully integrated and sharing data where possible.

**Transfer to National Conservation Lands (-$11,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $11,000 will be transferred from Oil and Gas Management Program. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

**Oil and Gas Permit Processing from Fee Collections (net change of -$25,375,000/-234 FTE)** – As noted above, Section 3021 (d) of the National Defense Authorization Act, 2015 amended the Mineral Leasing Act to authorize APD fees in 2016 through 2026 and to permanently appropriate the majority of these fee revenues in order to process applications for permits to drill (APDs). As a result, the offsetting collection currently provided in the annual appropriations language is no longer required in 2016. The NDAA sets the APD fee at $9,500 (to be adjusted annually for inflation), an increase of $3,000 over the current $6,500 per APD fee set in the 2015 appropriations act. The budget estimates that the $9,500 APD fee will generate $47.5 million in revenues in 2016. For FYs 2016 through 2019, the NDAA permanently appropriates only 85 percent of this amount (estimated at $40.4 million in 2016), leaving the other 15 percent of fee revenues subject to appropriation. As noted above, the budget request for current appropriations includes the remaining $7.1 million, or 15 percent, in estimated APD fee revenues. The net change of -$25.4 million reflects the difference between the $32.5 million provided in offsetting collections in 2015, and a current appropriation of $7.1 million in 2016 that will be covered by the 15 percent of APD fees proposed to be appropriated as part of the 2016 Interior appropriations bill.

**Oil and Gas Inspection Activities (Net program change of +$6,874/+15 FTE):** The 2016 budget request proposes to institute new onshore oil and gas inspection fees to cover the costs of BLM's inspection activities and reduce the net cost to taxpayers of operating BLM's oil and gas program. The estimated $48.0 million in collections generated from the inspection fees will reduce the need for direct appropriations for the program by -$41.1 million while also providing for an increase of $6.9 million above the amount appropriated in 2015 for this critical BLM management responsibility. The increased funding is aimed at correcting deficiencies identified by the Government Accountability Office in its February 2011 report, which designated Federal management of oil and gas resources, including production and revenue collection, as high risk. The BLM will also complete more environmental inspections to ensure environmental requirements are being followed in all phases of development. The fees are similar to those already in place for offshore operations. Proposed appropriations language to implement the fees is included in the proposed General Provisions for the Department of the Interior, and is shown below for convenience.

*SEC. 114. (a) In fiscal year 2016 the designated operator of each lease on Federal or Indian lands, or each unit and communitization agreement that includes one or more Federal or Indian leases, that is subject to inspection under 30 U.S.C. 1718(b), and that is in force at the start of fiscal year 2016 shall pay a nonrefundable inspection fee that the Bureau of Land Management (BLM) shall collect and deposit in the "Management of Lands and Resources" account.*

*(b) Fees for 2016shall be:*

*(1) $700 for each lease or unit or communitization agreement with no active or inactive wells, but with surface use, disturbance or reclamation;*

*(2) $1,225 for each lease or unit or communitization agreement with 1 to 10 wells, with any combination of active or inactive wells;*

*(3) $4,900 for each lease or unit or communitization agreement with 11 to 50 wells, with any combination of active or inactive wells; and*

*(4) $9,800 for each lease or unit or communitization agreement with more than 50 wells, with any combination of active or inactive wells.*

*(c) BLM will bill designated operators within 60 days of enactment of this Act, with payment required within 30 days of billing.*

*(d) If the designated operator fails to pay the full amount of the fee as prescribed in this section, BLM may, in addition to utilizing any other applicable enforcement authority, assess civil penalties against the operator under 30 U.S.C. 1719 in the same manner as if this section were a mineral leasing law as defined in 30 U.S.C. 1702(8).*

## Legislative Changes

***Federal Oil and Gas Reforms*** - The 2016 budget includes a package of legislative reforms to bolster and backstop administrative actions being taken to reform management of Interior's onshore and offshore oil and gas programs, with a key focus on improving the return to taxpayers from the sale of these Federal resources and on improving transparency and oversight. Proposed statutory and administrative changes fall into three general categories: (1) advancing royalty reforms; (2) encouraging diligent development of oil and gas leases; and (3) improving revenue collection processes.

Royalty reforms include evaluating minimum royalty rates for oil, gas, and similar products, adjusting the onshore royalty rate, analyzing a price-based tiered royalty rate, and repealing legislatively-mandated royalty relief. Diligent development requirements include shorter primary lease terms, stricter enforcement of lease terms, and monetary incentives to get leases into production through a new per-acre fee on nonproducing leases. Revenue collection improvements include simplification of the royalty valuation process, elimination of interest accruals on company overpayments of royalties, and permanent repeal of Interior's authority to accept in-kind royalty payments. Collectively, these reforms will generate an estimated$2.5 billion in revenue to the Treasury over 10 years, of which approximately $$1.7 billion will result from statutory changes. Many States will benefit from higher Federal revenue sharing payments as a result of these reforms.

***Repeal Geothermal Payments to Counties*** - The Administration proposes to repeal Section 224(b) of the *Energy Policy Act of 2005*. Prior to passage of this legislation, geothermal revenues were split between the Federal government and States, with 50 percent directed to States, and 50 percent to the Treasury. The *Energy Policy Act of 2005* changed this distribution beginning in 2006 to direct 50 percent to States, 25 percent to counties, and for a period of five years, 25 percent to a new BLM Geothermal Steam Act Implementation Fund. The allocations to the new BLM geothermal fund were discontinued a year early through a provision in the 2010 Interior Appropriations Act. The repeal of Section 224(b) will permanently discontinue payments

to counties and restore the disposition of Federal geothermal leasing revenues to the historical formula of 50 percent to the States and 50 percent to the Treasury. This results in estimated savings of $4.0 million in 2015 and $47 million over ten years.

## Program Overview

### Program Components

The BLM's Oil and Gas Management Program is responsible for providing access to onshore energy resources in an environmentally responsible manner. The BLM manages approximately 47,000 Federal onshore leases scattered across 34 States – these leases typically generate over $3.0 billion in revenues each year. In addition, BLM manages operations on roughly 4,500 oil and gas leases on behalf of tribes and individual Indian mineral owners.

The primary components of the program are the leasing phase, the well permitting phase, and oversight of operations including inspections and enforcement of ongoing operations as well as reclamation and abandonment activities. Another important function is the BLM's Fiduciary Trust Responsibility to Indian Tribes.

During FY 2014, the BLM placed priority on conducting inspections of high-priority wells, and on addressing the recommendations of the Government Accountability Office and DOI's Office of the Inspector General. The BLM is also in the process of completing final regulations that would govern the use of hydraulic fracturing techniques on Federal and Indian lands.

Specific activities include:

Leasing
- Conduct oil and gas lease sales, primarily across the West and in Alaska, consistent with land use plans and requirements for public participation; and
- Administer existing oil and gas leases and process post-lease actions such as assignments, operating rights, mergers, bonds, unit and communitization agreements, and terminations of leases.

Permitting
- Process oil and gas APDs and subsequent modifications of the permits, by evaluating and prescribing conditions for both the subsurface and surface operations.
- Maintain an inventory of 5,900 valid approved APDs ready for industry to drill.

Inspection Activities
- Inspect existing oil and gas authorizations, roughly 32,000 annually; determine the adequacy of operators' financial bonding, with a review of risk factors to weigh potential liability; and evaluating well inventories in the field to address inactive wells. The BLM uses a risk-based inspection strategy and is focused on inspecting 100 percent of the high priority wells, as designated by BLM's risk-based inspection strategy.
- Inspect producing oil and gas wells and ensure proper reporting of production.
- Take enforcement actions to ensure compliance with terms and conditions of leases, APDs, and other authorizations. This includes compliance with environmental conditions and identifying Drilling Without Approval or trespass wellbores.

- Approve reservoir management agreements to provide for the orderly development of oil and gas fields.
- Evaluate oil and gas fields for drainage (fluid minerals on Federal land removed through a well on adjacent private land), and taking administrative actions, if necessary, to protect Federal mineral interests.
- Protect the environment by plugging and reclaiming orphan oil and gas wells drilled by previously existing oil and gas companies; remediating the Alaska Legacy Wells originally drilled by the Federal Government (U.S. Navy and U.S. Geological Survey); and ensuring plugging of the shallow coalbed methane wells in the Powder River Basin of Wyoming.

Fiduciary Tribal Trust Responsibilities
- Carry out trust responsibilities by managing operational activities on approximately 3,700 oil and gas leases for Indian Tribes and individual Indian allottees.
- Provide technical advice on leasing and operational matters to the Bureau of Indian Affairs, Indian Tribes, and individual Indian mineral owners.

**High Risk Program Designation and Other Program Recommendations**

In a February 2011 report, the Government Accountability Office (GAO) designated Federal management of oil and gas resources, including production verification and revenue collection, as high risk because the Department of the Interior did not have reasonable assurance that it was collecting its share of revenue from oil and gas produced on Federal lands; continued to experience problems in hiring, training, and retaining sufficient staff to provide oversight and management of oil and gas operations on lands and waters; and was engaged in a broad reorganization of both its offshore oil and gas management and revenue collection functions.

The BLM takes seriously the observations and recommendations of the GAO and OIG, and has taken a number of steps to improve program effectiveness in these areas, although some of these activities were limited by the decrease in funding in FY 2012 and 2013. The BLM is implementing recommendations of the GAO to correct and improve the inspection and enforcement program and continue oversight guidance to coordinate across office boundaries. An internal control review conducted by the BLM is assisting in this effort. The objective is to provide accurate and complete data in the records, plus provide oversight that the data is sufficient to ensure orderly development and accounting of the Nation's finite energy mineral resources.

**Inspection Activities**

The BLM performs several different types of oil and gas inspections in an effort to ensure that the American people receive the benefit of the natural and mineral resources on their lands and to ensure that those resources are managed in an environmentally responsible manner. With higher funding levels provided in 2014, the BLM focused on completing the high priority production inspections, as determined by the risk-based strategy, and as much of the lower priority inspections as the residual funding would allow. These high-priority cases account for about 13 percent of the total wells, but more than 60 percent of the oil and gas produced on Federal and Indian mineral estates. The BLM's inspection workload has risen due to increases in the number of active wells.

Production Inspections
The BLM conducts inspections on production facilities to ensure that equipment, practices and procedures are in accordance with the regulations, Orders and any applicable approval documents. Historically, the BLM has conducted two categories of production inspections: high production case inspections required by the *Federal Oil and Gas Royalty Management Act* (FOGRMA) and other production inspections. The FOGRMA requires the BLM to perform at least one inspection annually at each lease site producing or expected to produce significant quantities of oil or gas in any year.

In the past, the BLM prioritized leases to ensure that the leases were inspected based on production levels (i.e., FOGRMA high-production leases were inspected first). In FY 2011, the BLM initiated a risk-based strategy for prioritizing production inspections to improve upon this system. The BLM plans to expand this risk-based strategy to the other types of inspections as soon as the BLM develops risk factors to track in AFMSS, the inspection activity database. The risk-based strategy will help the BLM maximize the use of a limited inspection staff to better meet its inspection goals and requirements in the future. The BLM will continue to recruit and train new inspectors in order to be able to meet its minimum inspection requirements going forward and more effectively target inspection resources to meet other inspection goals established by BLM policy. The BLM also will continue to use qualified natural resource specialists to conduct environmental inspections and improve reclamation practices that minimize disruptions and impacts to habitat and to enable the certified petroleum engineering technicians to concentrate on production verification inspections.

The BLM conducted 2,483 high-priority production inspections in 2014. The BLM focus on high priority production reduced overall coverage for other inspection types, including drilling inspections and low priority production cases. The BLM has developed the risk-based inspection priorities for FY 2015. These priorities again include achieving 100% of all high-priority production as well as other high priority designated inspections, including idle well, drilling, abandonment, workover and environmental inspections.

Drilling Inspections
The BLM conducts time sensitive inspections on wells at key points during the well drilling, with an emphasis on witnessing high priority drilling cases first. The goal of the inspections are to ensure that equipment, practices, and procedures comply with applicable regulations, orders, notices, lease stipulations and conditions of approval.

Abandonment Inspections
The BLM conducts abandonment inspections to witness the plugging of oil and gas wells to ensure wellbore integrity and zonal isolation of underground formations, with an emphasis on high priority abandonment cases. These inspections are also time sensitive and include depleted producing wells or newly drilled dry holes.

Workover Inspections
The BLM inspects workover operations on existing wells that are producing, or nearly depleted and service wells. The goal of the inspections is to ensure that equipment, practices, and procedures are in accordance with the conditions of approval.

Environmental Inspections
Natural Resource Specialists, Environmental Scientists, or other resource program specialists (wildlife biologists, archaeologists, etc.) typically perform BLM environmental inspections.

Environmental inspections include inspection of reclamation efforts, erosion control measures, topsoil stockpiling, well location, access road, pit construction and use, spills, water disposal methods, containment systems for production tanks and surface hazards. Environmental inspections also include inspections to ensure abandoned locations are properly reclaimed and post approval inspections look specifically at surface environmental impacts. They do not include onsite inspections conducted prior to the APD being approved. The BLM identifies the high priority environmental cases for inspection emphasis.

Records Verification Inspections
The BLM uses records verification inspections to review production records and compare them to production reports sent to the Office of Natural Resources Revenue. These inspections may not require additional review with onsite visits.

Undesirable Event Inspections
The BLM conducts undesirable event inspections when spills or accidents occur on an oil and gas lease.

Alleged Theft Inspections
When an alleged theft of production is reported to a BLM Field Office by an operator or the public, the BLM conducts an alleged theft inspection.

Idle Well Inspections
The BLM conducts idle well inspections of wells that have had zero production reported for the previous 7 years. These inspections may result in orders to the operator to perform specific actions.

The table below shows a breakout of inspections completed in 2011-2014 and those estimated for 2015 and 2016.

**Inspections Completed and Estimated**

| | *FY 2011 Completed* | *FY 2012 Completed* | *FY 2013 Completed* | *FY 2014 Completed* | *FY2015 Estimated* | *FY2016 Estimated* |
|---|---|---|---|---|---|---|
| ***Production Inspections*** | | | | | | |
| *1. High-Risk Cases*[1] | *2,606* | *2,148* | *2,083* | *2,483* | *1,750* | *1,750* |
| *2. Other Production* | *4,938* | *5,126* | *3,330* | *3,749* | *5,050* | *5,250* |
| ***Total Production Inspections*** | *7,544* | *7,274* | *5,413* | *6,232* | *6,800* | *7,000* |
| *1. Drilling Inspections* | *1,963* | *1,951* | *1,396* | *1,456* | *1,500* | *1,550* |
| *2. Abandonment Inspections* | *1,100* | *1,268* | *1,325* | *997* | *1,000* | *1,000* |
| *3. Workover Inspections* | *345* | *417* | *337* | *272* | *400* | *400* |
| *4. Environmental Inspections* | *19,371* | *20,171* | *19,691* | *17,690* | *19,000* | *19,500* |
| *5. Record Verification Inspections* | *2,430* | *3,023* | *3,451* | *3,379* | *3,500* | *3,600* |
| *6. Undesirable Event Inspections*[2] | *476* | *467* | *385* | *605* | *400* | *400* |

| | | | | | | |
|---|---|---|---|---|---|---|
| *7. Alleged Theft Inspections[2]* | *4* | *0* | *0* | *0* | *0* | *0* |
| *8. Idle Well Inspections* | *N/A* | *N/A* | *1,257* | *1,171* | *1,000* | *1,050* |
| ***Total Other Inspections*** | *25,689* | *27,297* | *27,842* | *25,570* | *26,800* | *27,500* |
| ***Total Inspections[3]*** | *33,233* | *34,571* | *33,255* | *31,802* | *33,600* | *34,500* |

*[1]In 2011, the BLM instituted a risk-based strategy for production inspections. This category consists of wells and leases that meet BLM's high-risk criteria. Based on this strategy, each year's list of required high-risk cases is determined based on the previous year's history. For this reason, the actual quantity of required high-risk inspections cannot be determined until the previous year is complete. The FY 2015 and FY 2016 estimated numbers are based on assuming the BLM completes 100% of required high-risk inspections*

*[2]These inspections are conducted on an as-needed basis.*

*[3] This table combines inspections on cases and inspections on individual wells.*
*Note: FY2014 saw a Federal shutdown loss of available time impacting nearly 3 weeks of operation (over 1500 inspections lost). FY 2015 reflects the proposed added inspection capacity.*

## Critical Factors

The primary critical factors impacting the program are:

- As production activity increases, the BLM must increase the number of oil and gas inspections and increase efforts to ensure appropriate accountability of production volumes across the over 23,500 producing leases.
- An expanded well inventory and more complex operations require the BLM to have more vigilance to provide compliance credibility and ensure public safety as well as protection of other natural resources, including important species and habitat conservation.
- The BLM faces challenges with technical employee recruitment, training, and retention, as current staff retires and the program competes with higher salaries often offered by private industry and other agencies. The BLM is assessing a range of options for addressing these recruitment and retention challenges. As a means of attracting and retaining qualified employees, the BLM has utilized pay differential authority for petroleum engineers and petroleum engineering technicians, as provided in the 2014 Omnibus Appropriations Act and is working with OPM on a longer-term administrative solution for priority positions.
- Automation of activities in the new AFMSS, especially inspections, will increase the productivity of BLM staff. In addition, providing modern tools and capabilities will support recruitment and retention.
- The BLM must review and analyze environmental documents which include increasingly complex environmental issues and sophisticated field operations; impacts, and mitigation plans for land use plans, lease sales, APDs, and subsequent production operations.
- The BLM responds to Freedom of Information Act requests, protests, appeals, and litigation which limit the staff availability to complete the comprehensive adjudication of leases and permits.
- Proper documentation of well operations from 93,500 active wells in the AFMSS database and official paper files remains a challenge especially as most of the tracking program was built in 1997. The BLM is improving AFMSS to automate all post-lease activities, including the automation of all data on operations and inspections.
- Constrained program funding and key senior staff losses in recent years dampened program progress and impeded BLM's ability to maintain critical coverage with staff,

travel and training. In FY 2014, the Federal Government shutdown impacted nearly three weeks of operation.

Performance Measures

The BLM consistently tracks the number of inspections completed to ensure that oil and gas production on public land is carried out in an environmentally responsible manner while generating a fair revenue return for the American people.

The BLM is using a Strategic Plan measure that tracks the percent of leases where production verification has occurred. The new measure will compare the total number of cases against the number of production and records verification inspections completed on those cases annually. Prior to the establishment of this measure, the BLM tracked the number of inspections completed on both wells and cases using the total number of required inspections as a baseline.

The older measure was ineffective in two ways. First, a single case may have multiple wells and therefore the denominator may have been under-inclusive in that it combined what should have been multiple units into a single unit and, conversely, the measure may have also been over-inclusive in that it included multiple wells when only a single "case" inspection was carried out. Second, the numerator included all inspections, while the denominator only included required inspections, this resulted in multiple years in which more than 100 percent performance was reported since required inspections is a subset of total inspections.

**Processing of Applications for Permit to Drill**

The complexity and unit cost of processing APDs has grown in recent years, with more down hole and surface resources analysis, and the need to address protests and appeals from interest groups. The BLM received 5,316 APDs in 2014. BLM approval times have increased or remained high due to the increased complexity of resource issues analyzed in environmental documents, in addition to industry turnover of their permitting specialists. The BLM has worked with operators to improve the quality and completeness of submitted packages. The new AFMSS NOS/APD module should facilitate submittal of more complete APDs as well as speed the BLM review process.

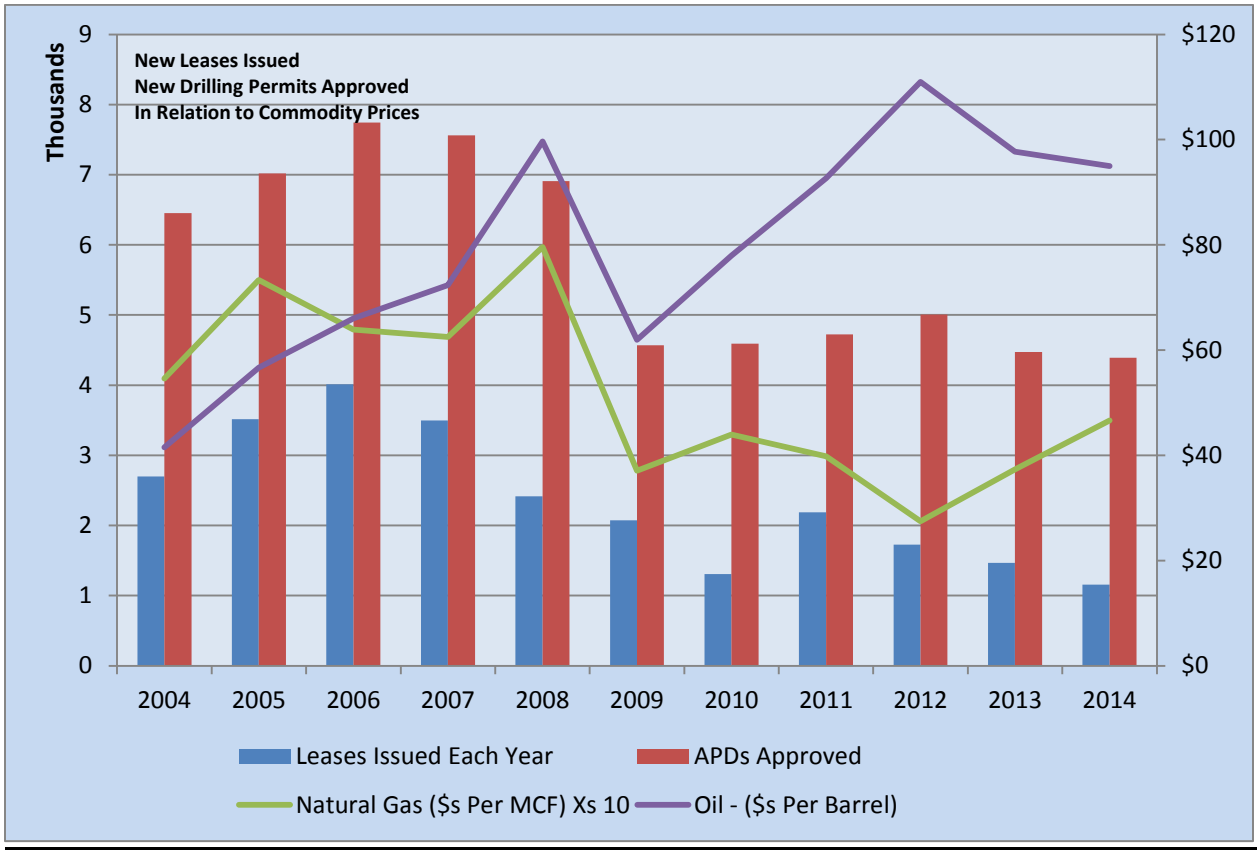
As shown on the table below, the number of approved APDs available for industry drilling is expected to remain strong at 5,800 annually.

**APDs: Pending, Received, Approved, Processed and Available to Drill**

| = | 2011 Actual | 2012 Actual | 2013 Actual | 2014 Actual | 2015 Estimated | 2016 Estimated |
|---|---|---|---|---|---|---|
| Total APDs pending at start of year | 4,580 | 4,108 | 3,683 | 3,546 | 4,121 | 4,021 |
| New APDs received | 4,728 | 5,240 | 4,757 | 5,316 | 5,000 | 5,000 |
| APDs approved | 4,725 | 5,009 | 4,472 | 4,389 | 4,600 | 4,800 |
| Total APDs processed | 5,200 | 5,861 | 4,892 | 4,924 | 5,200 | 5,400 |
| APDs pending at year end | 4,108 | 3,683 | 3,546 | 4,121 | 4,021 | 3,621 |
| APDs approved, waiting to be drilled | 7,226 | 6,960 | 6,711 | 5,919 | 5,700 | 5,500 |

APDs pending at the end of the year are a snapshot at that point in time and do not account for permits that remain in process at the end of the fiscal year.

The chart below illustrates the relationship between the prices for oil and gas and leasing and permitting activity from 2004-2014. Leasing and permitting demand is significantly influenced by oil and gas prices.



### BLM Onshore Leasing Reforms

Onshore fossil fuels will continue to make an important contribution in fulfilling the Nation's energy needs, but development of these resources needs to be conducted responsibly. In May 2010, the BLM finalized several reforms to its oil and gas program to improve environmental protection of important natural resources on public lands while aiding in orderly leasing with measured and balanced development of these resources. The reforms establish a more rigorous, open, consistent, and environmentally sound process for leasing and developing oil and gas resources on public lands. These reforms and parcel screenings (including a boots-on-the-ground view of resource concerns for each parcel) helped to reduce potential conflicts that can lead to costly and time-consuming protests and litigation of leases. The BLM also shifted some resources away from leasing during recent years given the reduced program funding in 2012 and 2013, and the pressing need to cover existing inspection responsibilities for the 47,000 onshore leases. Nonetheless, the BLM hosted 26 lease sales in 2014.

Under the reformed leasing policy, the BLM will expand upon efforts to:

- Engage the public and stakeholders in the development of MLPs prior to leasing in certain areas with important environmental resource values and where new oil and gas development is anticipated. The intent is to fully consider other important environmental resource values before making a decision on leasing and development in an area; and
- Ensure potential lease sales are fully coordinated, both internally and externally, including public participation, and interdisciplinary review of available information, as well as on-site visits to parcels prior to leasing when necessary to supplement or validate existing data.

In June 2014, the BLM issued its first MLP, the Beaver Rim MLP, as part of the revision of the Lander Resource Management Plan. The Beaver Rim MLP was designed to promote smart planning, with the help of a wide range of stakeholders. This MLP balances development of oil and gas minerals with protection for important natural and cultural resources, such as habitat for elk and mule deer and important archaeological sites. Several BLM field offices are developing MLPs in their current RMP efforts.

## 2016 Program Performance

The percentage of leases with approved APDs is expected to increase slightly due to an overall decrease in the number of active leases. The percentage of APDs processed is expected to reach 55 percent, a slight increase from previous levels. The percentage of producing fluid mineral cases that have a completed inspection is expected to decrease in 2015 as the BLM continues focus on select high priority inspection cases.

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# Activity: Energy and Minerals Management
# Subactivity: Coal Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Coal Management | *$000* | 9,595 | 9,595 | +173 | +0 | +1,100 | 10,868 | +1,273 |
| | *FTE* | *66* | *66* | *+0* | *+0* | *+0* | 66 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Coal Management: | ($000) | FTE |
|---|---|---|
| Mineral Tracking System | +1,100 | +0 |
| Total | +1,100 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Coal Management activity is $10,868,000 and +66 FTE, a program change of +$1,100,000 and 0 FTE from the 2015 enacted level

**Mineral Tracking System (+$1,100,000/0 FTE):** The 2016 budget request includes an increase of $1.1 million in the Coal Management program. This increase, combined with the request for a $1.1 million increase in the Other Minerals Resources Management program, will be used to develop the Mineral Tracking System (MTS). The funding for the MTS will be used to support the automation and tracking of licenses, leases and permitting as well as inspection activities, including production verification, associated with coal and other solid mineral commodities (e.g. phosphate, sodium, potassium, etc.). Similar to the BLM's modernization of its Automated Fluid Minerals Support System (AFMSS), the MTS is intended to enhance the overall management of very complex solid mineral commodity permitting and leasing regimes. This complexity is due in part to the number of different mineral commodities, the different extraction technologies, and the breadth of laws and regulations governing their management. The BLM has successfully completed a pilot effort of the MTS system for the coal program in its Utah and Wyoming offices, and with the additional funding, the BLM can make the system available for all permitting, leasing, inspection and other activities for the coal and other solid mineral commodity programs across the BLM. When fully developed, the MTS will be used by the BLM to track leases, licenses and inspection activities, and by Interior's Office of Natural Resources Revenue, to track its production verification activities. The system will help the BLM respond to various Government Accountability Office and the Office of Inspector General audit recommendations. The BLM plans to make use of the lessons learned from its modernization of the AFMSS and continue its work and coordination with the Department's Chief Information Officer, other bureaus and offices to ensure to the extent possible, related systems are fully integrated and sharing data.

## Program Overview

### Program Components

The BLM is responsible for leasing the Federal mineral estate on approximately 700 million acres. Over the last decade (2004-2013), 46 percent of the Nation's electricity was generated

using coal. During this same period, more than 41 percent of that coal was produced on Federal lands managed by the BLM.

The BLM's coal program consists of approximately 309 Federal coal leases and 474,025 acres under lease. During the last decade:

- Over 4.54 billion tons of coal were produced from Federal leases with a total value of $58.6 billion;
- Over $3.5 billion in bonus payments and over $6.3 billion in royalties, rents, and other revenues were collected on BLM administered coal leases; and
- The BLM held 46 successful coal lease sales, accepted bonus bids of over $4.5 billion (deferred bonus bid payments occur over five years) for over 89,430 acres containing 5.3 billion tons of mineable coal.

BLM's leasing program supports private sector development intended to replace already mined reserves and continue to provide the Nation with a reliable domestic energy source and.

In 2014, the BLM completed a number of actions to strengthen the overall management of its coal program, while at the same time responding to recommendations from three key sources: the June 2013 audit by the Department of the Interior Office of Inspector General; a February 2014 Government Accountability Office report; and the Royalty Policy Committee Report *Mineral Revenue Collection from Federal and Indian Lands and the Outer Continental Shelf,* which provided a number of recommendations on improving production accountability.

The BLM completed a major update of policies regarding production accountability, verification, and inspection, through the release of a new Inspection, Enforcement and Production Verification manual and an Inspection and Enforcement handbook. This manual and handbook provide policy and guidance regarding safety, inspections, and production verification. The guidance will help promote more responsible development of coal resources on the Nation's public lands, and includes requirements for improved documentation for coal operation inspections on coal exploration licenses, licenses to mine, leases, and logical mining units. It also includes requirements for increased training for Mineral Mine Inspectors and requirements for certification of the inspectors. The pilot phase of the MTS for the coal program is further enhancing the inspection program, and the full implementation of that system will enable further progress in this area.

The BLM also updated the Evaluation manual and handbook, which will help ensure a consistent and efficient coal lease sale process, increase clarity in determining fair market value and provide guidance on the independent review of appraisal reports. This guidance will enable the Bureau to account for export potential through analysis of comparable sales and income. In developing this guidance, the BLM worked closely with the Department's Office of Appraisal Services, Division of Mineral Evaluations, and that office will serve as the independent reviewer of BLM determinations of the pre-sale estimate of the value of the coal.

Taken together, these updated and revised policies on inspections, enforcement, production verification and coal valuation will significantly strengthen the Bureau's coal program and enhance the skills, knowledge and abilities of its employees as they carry out their responsibilities to ensure leasing and development of the Nation's resources are carried out in an environmentally sound and sustainable manner, with a fair return to the American taxpayers.

The BLM is responsible for the following activities in the Coal Management program:

- Conducting competitive coal lease sales and ensuring the public receives fair market value for the coal;
- Determining the pre-sale estimate of the value of the coal by considering both domestic and export markets, among other factors, and obtaining an independent review of the value;
- Conducting sales to modify existing coal leases and ensuring the public receives fair market value for the coal;
- Administering existing coal leases and providing additional approvals to ensure the lessee's compliance with the terms and conditions of the lease;
- Processing and approving coal exploration licenses and monitoring operations for compliance with the terms of the exploration licenses;
- Processing and approving coal resource recovery and protection plans and modifications to protect the public's resources from waste and to ensure maximum economic recovery;
- Inspecting operations at Federal and Indian coal use authorizations to ensure compliance with the authorization's terms and conditions and to ensure the greatest ultimate recovery;
- Independently verifying the coal production reported by lessees from Federal and Indian coal leases;
- Taking appropriate action when Federal coal has been mined without approval (coal trespass actions);
- Taking enforcement actions to ensure compliance with terms and conditions of licenses, leases, and other BLM coal authorizations; and
- Providing pre-lease evaluations of mineral tracts when requested by the Bureau of Indian Affairs for Indian Tribes and Indian mineral owners.

**Critical Factors**

Much of the Federally owned coal resources in the Western U.S. are overlain by private surface ownership. Before the BLM can hold a lease sale for Federally owned coal for mining via surface techniques, the potential lessees must obtain the consent of the surface owners. The BLM encourages surface owners (overlying Federally owned coal) to participate in the BLM's land use planning processes and encourages lease applicants to acquire surface owner consent prior to submitting the lease application to the BLM.

The BLM continues to work with the U.S. Forest Service, the Office of Surface Mining Reclamation and Enforcement, and other Federal and State agencies to streamline multiple agency processes to minimize the time necessary to process applications to explore for and produce Federal coal resources. Federal surface management agencies are required to provide the BLM their decision whether to lease Federal coal or not.

The BLM and the Mine Safety and Health Administration are collaborating to provide a safer workplace for developing Federal and Indian coal.

The BLM faces a potential loss of institutional knowledge needed to manage the Coal Program as many of its engineers, geologists, and land law adjudicators retire or become eligible for retirement. Recruitment activities are ongoing to fill vacancies. Further, the BLM works to prepare new employees to accomplish coal workloads successfully by ensuring that mining

engineers and geologists complete the new mine employee's safety training, attend certification courses, and are provided with adequate on the job training.

Ensuring environmental protection and maximum recovery of coal resources continues to be a priority for the BLM.

## Other Funding Sources

The Coal program is primarily funded through this subactivity. Another funding source is the service charges the BLM collects from applicants to process coal lease applications, lease modification requests, royalty rate reduction requests, and logical mining unit applications. The BLM has been implementing cost recovery for these applications filed with the BLM since a final cost recovery regulation became effective on November 7, 2005. Amounts that the BLM collects each year vary as the workload varies between applications filed prior to or after the cost recovery regulation became effective. The BLM will continue to charge users all appropriate cost recovery fees according to regulations.

| Coal Management Cost Recovery ($000) | 2013 | 2014 | 2015 Estimated | 2016 Estimated |
|---|---|---|---|---|
| | 381 | 229 | 305 | 305 |

## 2016 Program Performance

In 2014, the BLM completed 19 of 21 initiatives responding to the Office of Inspector General and Government Accountability Office audits. The initiatives consisted of the development of 2 manuals and 2 handbooks and seven instruction memorandum. In 2015, the BLM will complete the remaining 2 initiatives that are undergoing final review. These documents addressed concerns regarding lease sales, exports, inspection, enforcement, royalty rate reduction, and transparency.

The BLM anticipates completing processing approximately ten percent of the pending coal lease applications, called "Lease by Applications" (LBA) during 2016. In 2013, applicants requested that the BLM delay processing of several LBA actions due to recent reductions in market demand for coal resources; the future market demand for BLM to process additional LBAs is unclear at this time. The U.S. Department of Energy projects that coal use to generate electricity will increase from 1.637 trillion kilowatthours in 2015 to 1,675 trillion kilowatthours in 2040 (Source: Electricity generation by fuel in the Reference case, 1990-2040).

To process LBAs, the BLM will use a single environmental analysis to determine cumulative impacts for multiple LBAs and other use authorizations received in a relatively close geographic area. This will allow for the more efficient use of BLM coal specialists, as they are needed to complete environmental, geological and engineering analyses, coal evaluations, hold lease sales, and process coal lease applications. The BLM completed processing for five percent of coal LBAs in 2009 and 2010, seven percent in 2011, 18 percent in 2012, 14 percent in 2013, and 10 percent in 2014. There are several grouped environmental analyses in progress that will yield multiple lease application process completions in 2015 and 2016.

The BLM completes approximately 2,600 coal inspection, enforcement, and production verification actions each year. Inspections are performed to ensure compliance with the lease

terms and conditions and mining plan approvals. Enforcement actions are necessary where the lessee fails to conform to the lease requirements. During the inspection process, the BLM inspector will collect production data to independently determine if the coal production being reported by the lessee is reasonable. The BLM completes approximately 335 post lease administrative actions annually while managing leases. These post lease actions vary from lease readjustments and lease modifications, to approvals of resource recovery and protection plans. Normally, post lease actions are market dependent.

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# Activity: Energy and Minerals Management
# Subactivity: Other Mineral Resources

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Other Mineral Resources | *$000* | 10,586 | 10,586 | +193 | +0 | +1,100 | 11,879 | +1,293 |
| | *FTE* | 82 | 82 | | +0 | +0 | 82 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Other Mineral Resources: | ($000) | FTE |
|---|---|---|
| Mineral Tracking System | +1,100 | +0 |
| Total | +1,100 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Other Mineral Resources activity is $11,879,000 and 82 FTE, a program change of +$1,100,000 and 0 FTE from the 2015 enacted level.

**Mineral Tracking System (+$1,100,000/0 FTE):** The 2016 budget request includes an increase of $1.1 million in the Other Minerals Resources Program to develop the Mineral Tracking System (MTS). Combined with the request for a $1.1 million increase in the Coal Management program, this funding for the MTS will be used to support the automation and tracking of licenses, leases and permitting, as well as inspection activities, including production verification associated with coal and other solid mineral commodities. Similar to the BLM's modernization of its Automated Fluid Minerals Support System (AFMSS), the MTS is intended to enhance the overall management of very complex solid mineral commodity permitting and leasing regimes. This complexity is due in part to the number of different mineral commodities, the different extraction technologies, and the breadth of laws and regulations governing their management. The BLM has successfully completed a pilot effort of the MTS system for the coal program in its Utah and Wyoming offices, and with the additional funding, the BLM can make the system available for all permitting, leasing, inspection and other activities for the coal and other solid mineral commodity programs across the BLM. When fully developed, the MTS will be used by the BLM to track leases, licenses and inspection activities, and by Interior's Office of Natural Resources Revenue, to track its production verification activities. The system will help the BLM respond to various Government Accountability Office and the Office of Inspector General audit recommendations. The BLM plans to make use of the lessons learned from its modernization of the AFMSS and continue its work and coordination with the Department's Chief Information Officer, other bureaus and offices to ensure to the extent possible, related systems are fully integrated and share data where possible.

## Program Overview

The public lands are an important source of non-energy solid leasable mineral resources and mineral materials for the Nation. These minerals are vital components of basic industry and quality of life in the United States. The goal of the Other Mineral Resources Program is to provide the minerals needed to support local infrastructure and economic development. Demand is increasing worldwide for some products generated from non-energy solid leasable minerals, such as fertilizers, which are used in producing food, biofuels, and gilsonite, which is

used in drilling fluids for energy exploration. The BLM processes sales and permits for mineral materials, such as sand, gravel, stone, and ordinary clays, which are essential for maintenance and construction of the access that is needed to provide basic land management and for building and maintaining energy development and production infrastructure and facilities.

**Program Components**

The Other Mineral Resources Subactivity funds two distinct programs:

- Through the Non-Energy Solid Leasable Minerals Program, the BLM manages the production of potash, phosphate, sodium, and gilsonite. This program also includes metallic minerals on acquired lands (lead, zinc, copper, etc.). These minerals are used for fertilizers, glass and papermaking, flue-gas desulfurization, lead-acid batteries, oil well drilling, water treatment, detergents, and many chemicals.
- Through the Mineral Materials Program, the BLM leases and sells mineral materials such as ordinary clay, sand, gravel, and building stone. These materials are used for construction of roads, foundations, and buildings.

The Non-Energy Solid Leasable Minerals Program is responsible for:

- Processing permit, license and lease applications;
- Administering existing permits, licenses and leases;
- Approving exploration and mining plans;
- Conducting *National Environmental Policy Act* (*NEPA*) analyses;
- Inspecting and monitoring existing authorizations;
- Inspecting producing operations to ensure proper reporting of production;
- Taking enforcement actions to ensure compliance with terms and conditions of permits, licenses and leases; and
- Administering trust responsibilities by managing post-leasing and production activities for Indian Tribes and individual Indian mineral owners.

The Mineral Materials program is responsible for:

- Performing *NEPA* analyses of disposal applications;
- Performing appraisals to determine the value of disposals;
- Conducting sales;
- Administering existing contracts and collecting revenue;
- Processing free use permits for State and local governments and non-profit organizations;
- Processing exploration permits and mining authorizations;
- Inspecting existing mineral materials authorizations;
- Inspecting sites to ensure proper reporting of and payment for production;
- Taking enforcement actions to ensure compliance with terms and conditions of contracts and authorizations; and
- Investigating and taking enforcement actions on unauthorized removal of mineral materials from Federal mineral estate.

**Critical Factors**

Several factors impact the Other Mineral Resources Program. Most demand for mineral materials comes from sales directly to the public and industry for construction and development

of businesses and housing in urban and rural areas, and for the infrastructure for renewable and conventional energy and mineral projects. The level of public demand tends to mirror the state of the economy.

State and local governments and nonprofit organizations are provided free use of sand, gravel, and other mineral materials used in the development and maintenance of infrastructure for communities. The BLM processes these applications at no cost to those entities which involves increased workload for the BLM.

There has been an increase in unauthorized operations, particularly on split-estates, due to many factors, such as an increase in urban development and zoning restrictions reducing private sources of mineral materials. The BLM will continue to conduct inspections to determine if there are unauthorized operations on public lands.

The cost of processing authorizations and leases for mineral materials and non-energy minerals varies for each authorization or lease due to the size and complexity of the each, but in general has risen due to the increasing level of complexity in environmental impacts and the need to design enhanced mitigation.

**Other Funding Sources**

The Other Mineral Resources Program is primarily funded through appropriations in this subactivity. Other funding sources include cost recovery fees, averaging $284,000 per year, for processing mineral disposal actions such as mineral material competitive sales. There are also cost recovery fees for processing new applications for non-energy leases, licenses and permits. The BLM will continue to charge users appropriate cost recovery fees according to regulation.

The BLM also receives reimbursement for the costs of material sales for the pipeline system in Alaska as required under Public Law 93-153, Section 101, which amended Section 28 of the *Mineral Leasing Act of 1920*. Funds are also collected from trespass recovery settlements and are used for rehabilitation of damaged property at the trespass site and other sites damaged by past mineral materials operations pursuant to Public Law 94-579, as amended, and Public Law 93-153. Fees are also collected for development, operation and reclamation of mineral materials community pits and common use areas.

## 2016 Program Performance

Demand for non-energy solid leasable minerals, especially potash, phosphate and hardrock minerals (copper, nickel, etc.) on acquired lands has increased substantially for several years and is expected to continue to increase. Authorizations for non-energy minerals are expected to be issued as long-term NEPA analyses are completed.

The percentage of pending cases of permits and lease and contract applications processed is expected to remain the same for non-energy leasing and for mineral materials contracts in 2016.

The BLM also will continue to issue updated guidance and instructions addressing the valuation of other mineral resources in 2016. BLM will work with OVS to rewrite handbooks and issue other guidance to strengthen the valuation process, increase consistency of procedures among office, correct deficiencies, and improve performance.

# Activity: Energy and Minerals Management
# Subactivity: Renewable Energy Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Renewable Energy | *$000* | 29,061 | 29,061 | +295 | +0 | +0 | 29,356 | +295 |
| | *FTE* | 144 | 144 | | +0 | +0 | 144 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Renewable Energy Management Program is $29,356,000 and 144 FTE.

## Program Overview

The Renewable Energy Management Program is responsible for processing right-of-way applications for wind energy, solar energy, geothermal energy and renewable energy transmission development. All renewable energy projects proposed for BLM-managed lands receive full environmental reviews under the National Environmental Policy Act (NEPA), including the same opportunities for public involvement as other BLM land-use decisions.

The President has established an aggressive goal to increase permitting of new renewable electricity generation on public lands to 20,000 megawatts (MWs) by 2020. The BLM is committed to contributing to this goal by permitting environmentally responsible renewable energy projects on public lands. State renewable energy portfolios, investment tax credits for solar energy projects, volatile oil prices, and international concern about climate change have all contributed toward public and industry interest in utility-scale solar energy development.

The Renewable Energy Program oversees development of three main energy sources:
- Solar Energy
- Wind Energy
- Geothermal Energy

The BLM and the Department continue to place a high priority on the processing of renewable energy projects on the public lands. Secretarial Order 3285, issued March 11, 2009, established the development of environmentally responsible renewable energy as a priority for the Department. Increased production of renewable energy will create jobs, provide clean energy, and enhance U.S. energy security by adding to the domestic energy supply. As part of the priority goal for renewable energy, the Department and the BLM established an aggressive goal of approving 10,000 megawatts of permitted capacity by the end of 2012. The BLM exceeded this goal by approving a total of 12,862 MWs of renewable energy projects (including connected-action projects) before the end of 2012. With projects approved through January 2015, the BLM has now approved a total of 16,019 MWs of renewable energy projects. This approved capacity has the potential to provide power for more than 4.8 million homes. The BLM will continue to prioritize permitting of renewable energy development on the public lands in a “smart-from-the-start” manner to meet its future permitting goals.

## Solar Energy

Solar radiation levels in the Southwest are some of the best in the world. The BLM manages more than 20 million acres of public lands with excellent solar potential in six States: California, Nevada, Arizona, New Mexico, Colorado and Utah. On October 12, 2012, the Department of the Interior and the Department of Energy, as co-lead agencies, published the Record of Decision (ROD) on the Programmatic Environmental Impact Statement (PEIS) for Solar Energy Development in Six Southwestern States. The Solar PEIS established, for the first time, a solid foundation for long-term, landscape-level planning to help facilitate improved siting of utility-scale solar projects that avoids or minimizes conflicts with important wildlife and cultural and historic resources. The ROD on the Solar PEIS responded to extensive comments on the Supplemental Draft PEIS and includes incentives for solar developers who site projects in solar energy zones, offering reduced permitting times within zones and a sufficiently flexible variance process to allow development of well-sited projects outside of zones. The ROD also makes clear that the Solar Energy Program will continue to incorporate other parallel planning efforts, including State level efforts, to establish additional solar energy zones to meet market demand. The ROD includes 17 solar energy zones, totaling about 285,000 acres potentially available for solar energy development. The BLM has since added two additional solar energy zones through land use planning efforts for the Arizona Restoration Design Project and the West Chocolate Mountains Renewable Energy Evaluation Area in California. More are anticipated with future land use planning efforts.

To date, the BLM has approved 29 solar projects, including both generation projects on public lands and access and transmission projects that are essential to facilitate solar generation projects on private land. The projects include a variety of solar technologies and range in size from a 45-megawatt photovoltaic system on 422 acres to a 750-megawatt parabolic trough system on 7,700 acres. These 29 projects have the potential to generate 8,269 megawatts of clean, renewable energy—enough energy to power over 2.4 million homes.

## Wind Energy

The BLM manages 20.6 million acres of public lands with wind potential and has approved more than 35 wind energy projects capable of producing nearly 5,000 megawatts of clean, renewable energy. The total approved capacity includes both wind energy production facilities on public lands and a number of access and transmission projects on public lands essential to facilitate wind energy production projects on private land.

A PEIS relating to the authorization of wind energy projects was completed in June 2005. This PEIS provides an analysis of the development of wind energy projects in the West. In conjunction with the publication of this PEIS, the BLM amended 52 land use plans to allow for the use of applicable lands for wind energy development. BLM offices are able to use this PEIS as an aid in analyzing impacts for specific applications for the use of public lands for wind energy use. The BLM issued a wind energy policy in December 2008 to provide guidance on best management practices; measures to mitigate potential impacts on birds, wildlife habitat, and other resource values; and guidance on administering wind energy authorizations.

The BLM continues to conduct studies necessary to evaluate and process applications for rights-of-way for the siting of wind energy projects and applications for rights-of-way for electric transmission lines from these projects. There are currently a total of 40 approved wind energy

and transmission connected-action projects on the public lands with a total approved capacity of 5,608 MWs.

**Geothermal Energy**

The BLM has the delegated authority for leasing on more than 245 million acres of public lands (including 104 million acres of National Forest managed by the U.S. Forest Service) with geothermal potential in 11 western States and Alaska. The BLM currently manages more than 800 geothermal leases, with over 70 leases in producing status generating over 2,000 megawatts of installed geothermal energy on public lands. This amounts to over 40 percent of the total U.S. geothermal energy capacity. In May 2007, the Department of the Interior published final regulations on geothermal energy production on public lands requiring more competitive leasing and offering simplified royalty calculations.

A PEIS to assess geothermal leasing on the public lands was completed in October 2008. The subsequent ROD amended 114 BLM resource management plans and allocated about 111 million acres of Bureau-managed public lands as open for leasing. An additional 79 million acres of National Forest System lands are also legally open for leasing. Currently, the BLM has authorized a total of 48 geothermal projects (72 producing geothermal leases) with a total approved capacity of 2,142 MWs.

**Competitive Leasing Process**

In 2014, the BLM published a proposed rule for competitive leasing in the Federal Register for public comment and review to begin the process of implementing an innovative strategy to promote renewable energy development at appropriate sites in areas that have been determined in advance to be optimal for wind and solar energy production. The BLM plans to offer these specific parcels to potential applicants through a competitive process and to approve right-of-way applications in an expedited fashion due to the upfront environmental analysis that will be conducted as part of the leasing process. Offering lands through a competitive leasing process will allow BLM to target future development toward low conflict lands close to existing or planned transmission capability.

**Performance Goals**

The President's and the Secretary's goals to increase smart renewable energy development on public lands, as well as State renewable energy portfolio standards that require utility companies to increase renewable energy supplies as part of their electricity capacity, have dramatically increased the renewable energy right-of-way processing workload for the BLM. The current Interior's Renewable Energy Priority Performance Goal is to increase, by September 30, 2015, approved capacity authorized for renewable (solar, wind, and geothermal) energy resources affecting Department of the Interior managed lands, while ensuring full environmental review, by at least 16,500 megawatts . Though the specifics of any priority goals beyond fiscal year 2015 will be developed as part of the 2017 budget process, the BLM will continue processing renewable energy applications in 2016 to stay on a path toward meeting the President's goal of permitting 20,000 MW of renewable energy capacity by 2020.

The Department will successfully meet these goals if a majority of the energy projects that were designated as priority projects for 2014 are approved. The primary factors that will influence renewable energy growth going forward are continued infrastructure investment and technology

improvements, both in the method and efficiencies of generation of renewable energy and in transmission of that energy from source to end-use.

**Project Status**

For Fiscal Years 2014 and 2015, the BLM identified priority projects representing about 4,900 megawatts. Since this list was developed the priority projects have continued to evolve and currently represents about 3,430 megawatts. Of these projects, five were approved in 2014 representing about 1,250 megawatts, others have been postponed into a later years, some have been withdrawn by the applicant and one project application was denied. The BLM maintains this priority list in collaboration with the Bureau of Indian Affairs, the U.S. Fish and Wildlife Service, the National Park Service and the Department of Defense, with an emphasis on early consultation.

Three projects targeted for completion in 2015 are located within the Dry Lake Solar Energy Zone (SEZ). In this area the BLM held a combined sealed- and oral-bid auction on June 30, 2014, to submit right-of-way applications and plans of development for utility-scale solar energy projects on six parcels across 3,083 acres of public lands in Clark County, Nevada. The auction generated $5,835,000 in high bids.

The BIA has published Notices of Intent to initiate the EIS process for two solar energy connected-action projects in Nevada. These projects include the First Solar 100-MW Paiute Snow Mountain Solar project (adjacent to Red Rock Canyon National Conservation Area) and the First Solar 100-MW Moapa Aiya Solar project. Both projects would potentially involve BLM connected-actions for transmission authorizations on public land. Connected actions are projects located on tribal lands or private lands and require BLM approvals for off-site facilities, such as transmission lines and road access, on adjacent public lands.

## 2016 Program Performance

In 2016, the BLM will continue to implement the strategy to:

- Emphasize development of smart renewable energy development on public lands;
- Support Interior's Renewable Energy Priority Performance Goal; and
- Implement actions to identify additional leasing and development opportunities for solar energy projects in designated solar energy zones. Making these lands available for leasing proposals will provide for the best siting locations for environmentally sound solar energy development projects. The BLM will finalize a rulemaking process to establish rules to guide this leasing program to include a nomination and request for proposal process, with the expectation that this will ultimately lead to a competitive leasing program to accelerate the process of offering public lands for solar energy development.

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# Realty and Ownership Management

# Activity: Realty and Ownership Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Alaska Conveyance | *$000* | 22,000 | 22,000 | +220 | +0 | +0 | 22,220 | +220 |
| | *FTE* | 111 | 111 | | +0 | +0 | 111 | +0 |
| Cadastral, Lands & Realty Mgmt | *$000* | [45,658] | 45,658 | +652 | -58 | +5,000 | 51,252 | +5,594 |
| | *FTE* | [358] | 358 | | +0 | +0 | 358 | +0 |
| Cadastral Survey | *$000* | 11,276 | +0 | +0 | +0 | +0 | 0 | +0 |
| | *FTE* | 87 | +0 | | +0 | +0 | 0 | +0 |
| Land & Realty Management | *$000* | 34,382 | +0 | +0 | +0 | +0 | 0 | +0 |
| | *FTE* | 271 | 0 | | +0 | +0 | 0 | +0 |
| Total, Realty & Ownership Management | *$000* | 67,658 | 67,658 | +872 | -58 | +5,000 | 73,472 | +5,814 |
| | *FTE* | 469 | 469 | | +0 | +0 | 469 | +0 |

The 2016 budget request for the Realty and Ownership Management activity is $73,472,000 and 469 FTE. The total reflects a program change of +$5,000,000 and 0 FTE and an internal transfer of -$58,000 and 0 FTE from the 2015 enacted level.

## Activity Description

The Realty and Ownership Management activity has two programs that are focused on the use of lands and transfer of BLM-managed lands.

- The Alaska Conveyance Program transfers land title from the Federal Government to individual Alaska Natives, Alaska Native Corporations, and the State of Alaska pursuant to the 1906 Native Allotment Act, the Alaska Native Veterans Allotment Act of 1998, the Alaska Native Claims Settlement Act of 1971 (ANCSA) and the Alaska Statehood Act of 1959 (Statehood Act). Conveyance work has been ongoing since the 1960s. In 2004, the Alaska Land Transfer Acceleration Act (Acceleration Act) resolved conflicts between these laws and established deadlines for Alaska Native corporations and the State of Alaska to file final selection priorities.

- The Cadastral, Lands, and Realty Program provides cadastral survey services that are an important component to managing both Federal and private lands and manages authorized uses of the land for rights-of-way for pipelines, transmission lines for electricity and renewable energy, and other uses. This program also authorizes uses of the public lands for commercial filming and other purposes, and implements changes to land ownership by exchanging and purchasing lands, and by selling lands no longer needed for Federal purposes.

# Activity: Realty and Ownership Management
# Subactivity: Alaska Conveyance and Lands

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Alaska Conveyance | *$000* | 22,000 | 22,000 | +220 | +0 | +0 | 22,220 | +220 |
| | *FTE* | 111 | 111 | | +0 | +0 | 111 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Alaska Conveyance and Lands Management activity is $22,220,000 and 111 FTE.

## Program Overview

The Alaska Conveyance and Lands Program transfers land title from the Federal government to individual Alaska Natives, Alaska Native Corporations, and the State of Alaska pursuant to the *1906 Native Allotment Act*, the *Alaska Native Veterans Allotment Act of 1998*, the *Alaska Native Claims Settlement Act of 1971* (ANCSA) and the *Alaska Statehood Act of 1959* (Statehood Act). Conveyance work has been ongoing since the 1960s. In 2004, the *Alaska Land Transfer Acceleration Act* (Acceleration Act) resolved conflicts between these laws and established deadlines for Alaska Native corporations and the State of Alaska to file final selection priorities.

The Alaska Conveyance and Lands Program performs adjudication, cadastral survey, easement identification, land examination, land record review to complete the land patent process, and Standards for Boundary Evidence assessments for Federal land, Indian land, and Native Corporation land managers. These processes are detailed below.

**Adjudication**: Adjudication is used to determine the legal sufficiency of a land title application for the purpose of passing right, title and interest of the Federal government of public lands. The BLM provides extensive outreach to Native corporations, including face-to-face meetings with corporate boards in local communities and to the State of Alaska to obtain final conveyance priorities.

**Cadastral Survey**: The cadastral survey component of the Alaska Conveyance and Lands Program provides the cadastral services necessary to issue patent. These services include preparing supplemental plats from existing survey plats and other information when possible; making administrative title navigability determinations to facilitate conveyance; making administrative determinations of emerged island title claims; issuing recordable 'Disclaimers of Interest of Title' for the beds of navigable rivers and other waterways; performing responsibilities as trustee for Alaska Native townsites created under the *Alaska Native Townsite Act*; providing assistance in determining maps of boundaries and performs surveys for Village corporation reconveyances required under Section 14(c) of the ANCSA; collects Public Land Survey System data to distribute through the web-based Spatial Data Management System (SDMS); issuing 'Standards for Boundary Evidence Certificates' prior to transactions and projects to

assist the authorized officer assess the risk caused by errors and misrepresentations in the public record and by antiquated surveys, and maintaining up-to-date digital copies of all survey records to distribute through the SDMS.

**Easement Identification**: Easement identification must be completed pursuant to Section 17(b) of the ANCSA for Native corporation selections that have not been transferred. This process involves participation by the public, the State of Alaska and the corporations themselves.

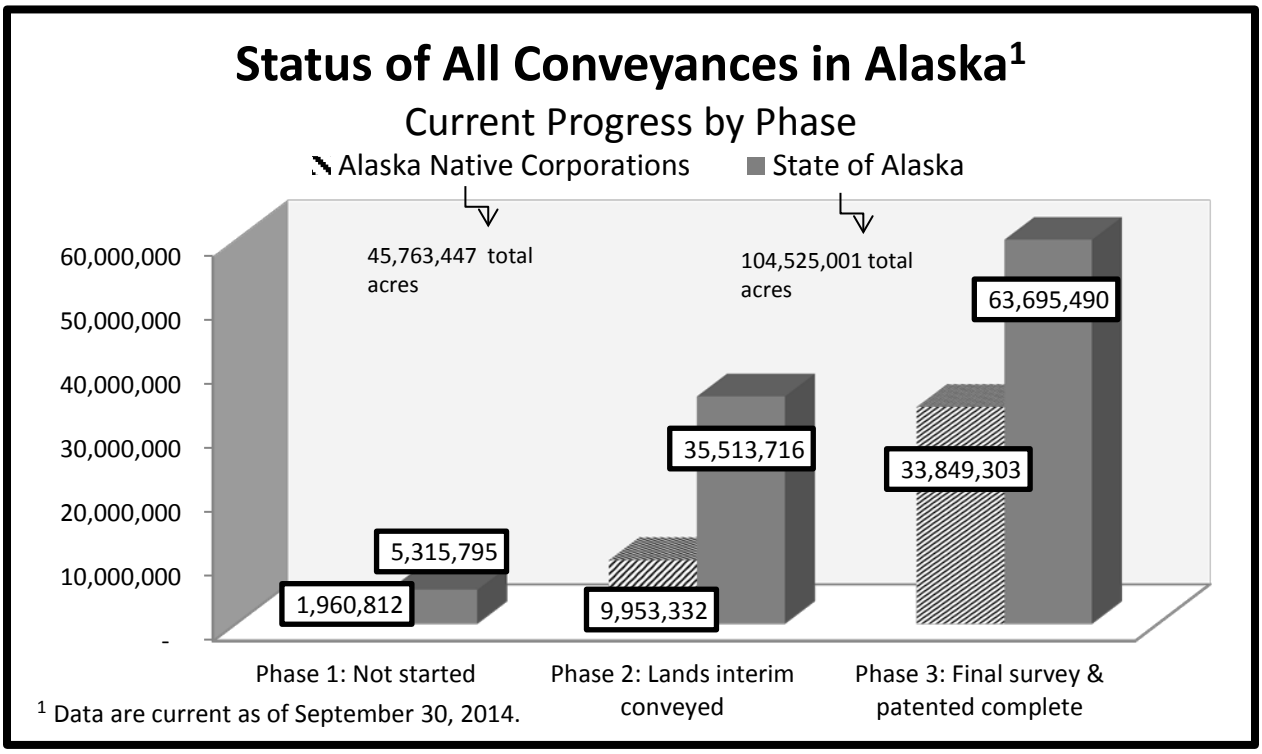
**Land Examination**: On the ground land examinations are conducted to resolve conflicts between Native allotment claims and to settle use and occupancy matters, including trespass and the presence of hazardous materials.

**Land Record Review**: In 2004, the Acceleration Act established deadlines for ANCSA corporations and the State to file priorities. Throughout Alaska, millions of the same acres were applied for by village corporations, regional corporations and the State. As part of the conveyance process, the BLM reviews selections to identify conflicts and ensure correct depiction in land records.

Provisions in ANCSA and the Statehood Act allow transfers of equitable title to unsurveyed lands through 'Interim Conveyance' for Native corporation selections and 'Tentative Approval' for State selections. Both types transfer right, title and interest of the Federal government but final patents (legal title) cannot be issued until cadastral survey of the final boundaries has been completed. Land patents are required by Federal law for completion of transfers and are required for almost all types of State and private development, financing, leasing, and disposing of property. Patent issuance is dependent upon survey plats and the patenting process follows approximately 18 months after field survey operations have been completed (i.e. field survey work completed in FY 2016 may have final title issued in early FY 2018).

A new and innovative process begun in 2014 will fulfill the BLM's commitment to the State of Alaska years ahead of previously projected schedules, at reduced costs. This approach fully complies with the Statehood Act, is fiscally responsible, and maximizes use of modern technology. With this method, there are fewer days in the field, less exposure to risks and hazards encountered in the field including encounters with bears and performing helicopter landings on unimproved landing areas. The new survey products will allow the State and their stakeholders to locate final patent corners on-the-ground by usage of the Global Navigation Satellite System, with Online Positioning User Service on the National Spatial Reference System.

By the end of 2014, the BLM surveyed and patented 97.5 million acres or 65 percent of the original 150 million acres (Phase 2, below). Approximately 46 million acres, or 31 percent, are under some form of 'Tentative Conveyance' but have not been surveyed (Phase 1, below). Additionally, about seven million acres or five percent, of the lands need to be both surveyed and conveyed. The chart below displays the status of all conveyances, as of the end of 2014.




In 2015, the BLM plans to complete 1,000 miles of new field survey (Phase 1, above) and approve 3,300 miles of prior cadastral field survey (Phase 2, above.). The BLM will also process 20 Native allotment claim applications. Approximately 400,000 acres of Native corporation entitlements and one million acres of the State of Alaska entitlement will be patented.

The current phase of Native Corporation and State adjudication requires meetings to resolve conflicts between corporation and State selections so field survey instructions can be written with detail sufficient for future patenting. In addition, meetings between the corporations and the State will be coordinated by BLM personnel to resolve easement conflicts so the easements on unsurveyed land can be matched with easements on land that has already been patented.

The Acceleration Act provides authority to round up acreages, settle final selection entitlement matters, and determine land selections where lands had been withdrawn, segregated or relinquished. Since 2003, the BLM has conducted face-to-face meetings with Alaska Natives in hundreds of remote locations to obtain or clarify evidence on Native allotment claims, and with Native corporation representatives to discuss selection and title matters. Because it is not appropriate to use 'Interim Conveyance' and 'Tentative Approval' where unresolved issues remain, title conveyances are increasingly dependent upon field survey and survey plats for issuance of patents.

## 2016 Program Performance

In 2016, the BLM will approve 1,000 miles of prior cadastral field survey and complete 700 miles of new field survey. The BLM will also process 20 Native allotment claim applications, and

patent acreage surveyed and platted in previous years. Approximately 600,000 acres of Native corporation entitlements and 800,000 acres of the State of Alaska entitlement will be patented. Transfer of title through 'Interim Conveyance' or 'Tentative Approval' will continue to be completed, as necessary, for Native corporations and the State of Alaska.

A combined total of 19,178 parcel applications were filed under the *1906 Native Allotment Act* and the *Alaska Native Veteran Allotment Act of 1998*. Over 18,845 of these claims have been closed through patent or rejection, leaving 308 applications pending. Although the *1906 Native Allotment Act* was repealed by ANCSA, claims pending with the Department up to the time of repeal still must be addressed by the BLM.

A total of 45.8 million acres of Native corporation entitlements have been identified; survey has been completed and patents have been issued for 33.8 million acres (74 percent), leaving 11.9 million acres (26 percent) that still require survey and patent. The State of Alaska entitlement is 104.5 million acres; survey has been completed and patents have been issued for 63.7 million acres (61 percent), leaving 40.8 million acres (39 percent) that still require survey and patent. The majority of the land not surveyed and patented is under either interim conveyance or tentative approval.

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# Activity: Realty and Ownership Management
# Subactivity: Cadastral, Lands and Realty Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Cadastral, Lands & Realty Management | *$000* | [45,658] | 45,658 | +652 | -58 | +5,000 | 51,252 | +5,594 |
| | *FTE* | [358] | 358 | | +0 | +0 | 358 | +0 |

Summary of 2016 Program Changes/Internal Transfers for Cadastral, Lands, & Realty Management:

| | ($000) | FTE |
|---|---|---|
| Transmission | +5,000 | +0 |
| Internal Transfer to National Conservation Lands | -58 | +0 |
| Total | +4,942 | +0 |

| Other Resources Supporting Cadastral, Lands & Realty Mgmt: | | | | | |
|---|---|---|---|---|---|
| | | 2014 Actual | 2015 Estimate | 2016 Estimate | Change from 2015 |
| Public Survey | *$000* | 313 | 546 | 501 | +0 |
| | *FTE* | 4 | 9 | 9 | +0 |
| Reimbursable Cadastral Survey | *$000* | 8,999 | 7,100 | 7,100 | +0 |
| | *FTE* | 40 | 40 | 40 | +0 |
| Rights of Way Processing | *$000* | 12,360 | 16,105 | 14,690 | +0 |
| | *FTE* | 102 | 119 | 119 | +0 |
| Cost-Recovery Realty Cases | *$000* | 808 | 830 | 830 | +0 |
| | *FTE* | 3 | 4 | 4 | +0 |

Notes:

*- Public Survey amounts are shown as new budget authority derived from non-federal sources (advances made by private individuals to pay the costs incidental to land surveys requested by them); 43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund and deposits for expenses deemed appropriated, 43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C. 759 of costs in excess of expenses, and 31 U.S.C. 1321(a) classifies the activities of "expenses, public survey work, general" and "expenses, public survey work, Alaska" as trust funds; These funds are appropriated on a permanent basis. More information on Public Survey is found in the Miscellaneous Trust Funds chapter.*

*- 2015 and 2016 Reimbursable Cadastral Survey amounts are shown as estimated transfers from the U.S. Forest Service, the Bureau of Indian Affairs, and other Agencies (including the U.S. Fish and Wildlife Service and the National Park Service)*

*- Rights of Way Processing amounts are shown as new budget authority derived from fees charged to recover certain costs of processing rights-of-ways (ROW); the Federal Land Policy Management Act of 1976, as amended (43 USC 1735) and the Mineral Leasing Act of 1920, as amended by the Trans-Alaska Pipeline Act of 1973, Section 101 (30 USC 185) appropriates these funds on a current basis. More information on Rights of Way Processing is found in the Service Charges, Deposits, & Forfeitures chapter*

*- Cost-Recovery Realty Cases amounts are shown as new budget authority derived from fees from applicants to cover adminstrative costs for the conveyance of Federally-owned mineral interests, recordable disclaimers of interest, and leases, permits, and easements; Federal Land Policy Management Act of 1976, as amended (43 USC 1735) appropriates these funds on a current basis. More information on Cost-Recovery Realty Cases is found in the Service Charges, Deposits, & Forfeitures chapter.*
*- Amount in 2014 and 2015 for Public Survey shown net of sequestration*

*- Actual and estimated obligations, by year for Cost-Recovery Realty Cases are found in President's Budget Appendix under the BLM section*

## Justification of 2016 Program Changes

The 2016 budget request for the Cadastral, Lands, and Realty Management Program is $51,252,000 and 358 FTE, a program change of +$5,000,000 and 0 FTE and an internal transfer of -$58,000 and 0 FTE from the 2015 enacted level.

**Transmission Corridors (+$5,000,000/0 FTE) –** Aging electrical infrastructure in the West requires substantial upgrades to improve reliability and increase capacity. The upgrades will also facilitate renewable energy development in the West, including on BLM-administered public lands. The BLM is poised to meet these energy needs through designations of energy corridors in low conflict areas and siting high voltage transmission lines, substations and related infrastructure in an environmentally sensitive manner.

The requested funding would position the BLM to strategically plan for the long term increased demand and updates to the electric grid throughout the West with an improved and updated assessment process for the development and siting of energy corridors and rights-of-way (ROWs). Strategic planning would take into consideration renewable energy development including wind, solar, geothermal and hydropower. Planning activities would include revising land use plans in coordination with Federal, State, local and tribal stakeholders; revising energy corridors; developing landscape-level mitigation and best management practices; and synchronizing BLM and U.S. Forest Service (USFS) land use/management plans with transmission planning conducted by the Western Electricity Coordinating Council. These strategic planning activities are among the goals and objectives the BLM identified in its "Smart from the Start" vision for responding to the increased demand for transmission corridors.

**Transfer to National Conservation Lands (-$58,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $58,000 will be transferred from Cadastral, Lands & Realty Management. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

### Transmission

Facilitating efficient, responsible energy development and transmission facilities is a critical component of the BLM multiple use and sustained yield mission as stated in the Federal Land Policy and Management Act. As the largest Federal land manager in the West, the BLM plays a

leadership role in planning for conventional and renewable energy development and corridors as well as siting transmission facilities. The BLM must strengthen its environmental review and permitting procedures as well as improve the designation of existing and future energy corridors in land use plans. The BLM anticipates that the industry will continue to pursue new multi-jurisdictional projects across the West for distributed generation and transmission line upgrades and expansions, among other uses.

To address these demands, and to strengthen the environmental review and permitting process, in accordance with Secretarial Order Number 3330 entitled "Improving Mitigation Policies and Practices of the Department of the Interior," issued by Secretary of the Interior Sally Jewell in October 2013, the BLM will employ a "smart from the start" approach over the next decade. This approach will identify areas of conflict and opportunity during early planning and follow up by selecting the most appropriate areas for siting transmission facilities. The BLM will establish high standards for collaboration with industry, States and local governments, Tribes, Federal agencies and other stakeholders and build strong functional partnerships among all entities engaged in permitting these transmission lines and pipelines. Better planning and permitting to maximize the use of corridors will help reduce the proliferation of separate ROW across the landscape and will be key to protecting resources and minimizing environmental impacts. The BLM will look for innovation, research and technology to assist in meeting these goals. Continuing to develop and maintain an expert workforce of project managers, resource specialists, and managers with knowledge of electric transmission planning and operations, permitting construction, reclamation and mitigation techniques will be key to success of this effort.

Over the past several years, the BLM has made great strides in a variety of areas related to transmission permitting and energy corridors. Since 2010, the BLM has authorized over six major pipeline projects for oil, water, and natural gas totaling 1,200 miles with nearly 600 miles on BLM lands in Utah, Colorado, Nevada, North Dakota, Montana, and Wyoming. The estimated socioeconomic impact of the six projects entails over $5.4 billion of industry investment and approximately 4,500 construction jobs.

Since 2011, the BLM has participated as a member of the Rapid Response Team for Transmission with the goal of improving coordination, expediting permitting and identifying lessons learned on seven priority pilot projects identified by the President. The BLM is lead or co-lead agency on four of the pilot projects. The President's Executive Order No. 13604 on infrastructure further increased the emphasis on interagency collaboration in the siting and permitting of high voltage transmission projects. The BLM is actively coordinating with the U.S. Department of Energy and USFS to review existing corridors designated pursuant to Section 368 of the Energy policy Act of 2005. The BLM and USFS have designated priority regions in the western U.S. to focus on reviews to determine needed corridor revisions, additions and deletions. The BLM is also working with stakeholders to review and update interagency operating procedures that are required when siting projects within energy corridors designated pursuant to Section 368 of the Energy Policy Act of 2005. The BLM is finalizing two policies for major transmission lines. The first will provide guidance for a preapplication process and the second provides guidance for the NEPA process.

In June 2013, the BLM deployed an eight person National Transmission Support Team dedicated full-time to high voltage transmission and related infrastructure projects. The BLM is also working to update core training courses with an increased emphasis on distance learning options. The BLM has taken steps to align and coordinate the activities of staff working on

transmission line project with staff in our Renewable Energy Coordination Offices through joint meetings, calls and training efforts.

## Rights-of-Way

The BLM grants land use authorizations for a wide variety of commercial and noncommercial purposes as allowed by law. Many companies, non-profit organizations, and State and local governments apply to the BLM each year to obtain ROW grants to use the public lands for roads, pipelines, transmission lines and communication sites. Energy-related ROWs play an essential part in the transportation of energy sources. Cadastral surveys and other boundary services are provided to facilitate these actions and help reduce boundary disputes, trespass and litigation.

## Cadastral & Lands

Through the Cadastral Survey Program, the BLM conducts the official Federal Authority Surveys that are the foundation for all land title records in large sectors of the United States and provides Federal and tribal land managers, and their adjoining non-Federal landowners, with information necessary for land management. Several statutes and delegations vest authority in the BLM to provide cadastral services for itself and the other Federal land management agencies, including the National Park Service, the U.S. Fish and Wildlife Service, the Bureau of Reclamation, the USFS, and other Federal and tribal entities.

Conducting Federal Authority Surveys requires the determination of boundaries, the marking of corner positions with brass cap markers, posting and marking the boundary lines, and the filing of associated approved records in the Official United States Records System. Additional support services provided by the Cadastral Survey Program include accurately positioning legal descriptions for timber sales, rights-of way, protection of special areas, oil and gas leases, and mineral leases; providing standards for boundary evidence assessments and management of land boundary plans to reduce risks including unauthorized use; providing cadastral services and Geographic Coordinate Data Base services to support development of renewable energy projects; and updating and modernizing riparian boundaries where resources and land values are at a premium.

Companies, non-profit organizations, and State and local governments use the land records to apply to obtain ROW grants to use the public lands. The BLM uses these records to process ROWs for roads, pipelines, transmission lines and communication sites. ROWs based on accurate land records play an essential role in the cost-effective development and transportation of energy sources by providing the certainty necessary for infrastructure building. Similarly, accurate land and survey records are essential for the development and construction communication sites that provide equipment necessary for the transmission of television broadcasts and the cellular phone network, which among other important benefits, enhance emergency services and decrease impacts to human health and safety on sensitive public lands.

The BLM also prepares the documents required to conduct land sales, exchanges and withdrawals to ensure efficient and effective management of the public lands. Each record is stored and tracked for every authorization, review, and land withdrawal to ensure the most appropriate uses. The BLM works closely with the Department of Defense (DOD) to coordinate

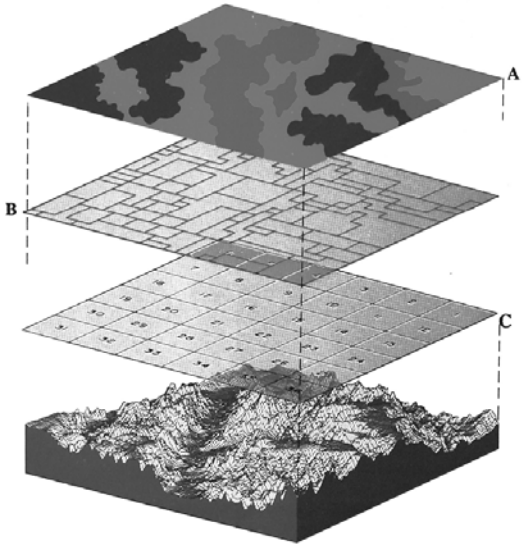
the documentation of withdrawals for military purposes and coordinate records management of adjacent military and public lands. The BLM also manages the documents of grants of lands to State, local governments and non-profit organizations for recreation and public purposes.

The BLM generates the Public Land Survey System (PLSS) Data to represent land ownership boundaries in a coordinated, standardized digital fashion. GIS layers depend on PLSS Data as the base layer for many BLM processes including surface management agency, withdrawals, leasing, rights-of-way, sales, exchanges and stipulations.

In addition, the BLM is the custodial agency for land tenure records that date back to the 1800s. The BLM currently manages over nine million title documents as well as cadastral survey records from across the Nation. The General Land Office Automated Records System (GLO Records) is responsible for making land tenure records available on the Internet via the GLO Records website (http://www.glorecords.blm.gov).

The image below illustrates the complexities of the BLM's Land Information System.

**BLM's Land Information System**




A Resource Data
B National Public Land and Mineral Records
C Public Land Survey System

Cadastral Survey provides accurate location of the Public Land Survey System which in turn supports the BLM multiple use mandate while protecting the BLM's land and resources from unauthorized use.

## Realty Management

The BLM manages the grant documents system for ROW and other use authorizations for public lands. ROWs are granted for many purposes, including electricity transmission, roads, and water pipelines. The program also prepares land tenure documents for realty activities including land sales, land exchanges, and withdrawals.

ROW assists in providing for basic access, power, and communication infrastructure needs of cities, towns, and rural communities. The BLM manages these governing ROW and land tenure documents including the tracking of new and amended ROW authorizations.

Land sales, exchanges and withdrawals are also conducted to ensure efficient and effective management of the public lands. Land exchanges and withdrawals are useful land management tools to meet the multiple use mission of the BLM. The BLM authorizes, reviews, and revokes land withdrawals to ensure the most appropriate uses and works closely with the DOD to coordinate withdrawals for military purposes, resolve issues with over-flights, and coordinate management of adjacent military and public lands. The BLM also administrates grants of lands to State, local governments and non-profit organizations for recreation and public purposes at reduced cost using its authority under the Recreation and Public Purposes Act.

## Other Funding Sources

- *Benefitting Programs & Agencies*: Approximately 45 percent of all work completed by the Cadastral Survey Program is funded by other benefitting BLM subactivities and other benefitting agencies.

- The *Federal Land Transaction Facilitation Act* (FLTFA) is proposed for reauthorization in 2016 to allow lands identified as suitable for disposal in recent land use plans to be sold using the FLTFA authority. FLTFA sales revenues would continue to be used to fund the acquisition of environmentally sensitive lands and the administrative costs associated with conducting sales. FLTFA was first enacted in July 2000. It provided for the use of a percentage of revenues from the sale or exchange of public lands identified for disposal under land use plans in effect as of the date of enactment to acquire inholdings within certain federally designated areas, or lands adjacent to those areas, which contain exceptional resources, and to administer the lands sale program. Of the funds used for acquisition, 80 percent were to have been expended in the same State in which the funds were generated, but 20 percent could have been expended for acquisition in any of the 11 other western states. Up to 20 percent of revenues from disposals may have been used for administration costs and other expenses. FLTFA expired in July 2010, but was subsequently reauthorized for one year, expiring in July 2011. The 2016 budget proposes to reauthorize FLTFA and allow lands identified as suitable for disposal in recent land use plans to be sold using the FLTFA authority. The FLTFA sales revenues would continue to fund the acquisition of environmentally sensitive lands and to cover the administrative costs associated with conducting sales.

- The *Southern Nevada Public Land Management Act of 1998* (SNPLMA) became law in October 1998. It allows the BLM to sell public lands within a specific boundary around Las Vegas, NV. The revenue derived from these land sales is split between the State of Nevada General Education Fund (five percent), the Southern Nevada Water Authority (10 percent), and a special account (85 percent) available to the Secretaries of the

Interior and Agriculture for use throughout Nevada for parks, trails and natural areas; capital improvements; conservation initiatives; multi-species habitat conservation plans; environmentally sensitive land acquisition; and Lake Tahoe restoration projects. Other provisions in SNPLMA direct certain land sale and acquisition procedures and provide for the sale of land for affordable housing.

- *Cost Recovery:* The BLM recovers costs for processing applications and monitoring ROW grants on public lands. Although the BLM is authorized to collect cost recovery in certain circumstances, some customers, such as State and local governments are not subject to cost recovery. Cost recovery for cadastral services is also collected as appropriate.

Please see the Permanent Operation Funds Chapter for more information on FLTFA, SMPLMA, and other land sales accounts. For more information on cost recovery efforts, please see the Service Charges, Deposits, and Forfeitures Chapter.

## Critical Factors

Urban growth near BLM lands is creating costly management problems, such as encroachment, trespass, and unauthorized recreational activities on public lands. Proactive utilization of cadastral surveys along to the urban interface provides boundary location to alleviate this emerging issue and reduce the number of lawsuits and recover revenues associated with lost resources and uncollected rents.

The demand for cadastral services to support energy development activities is increasing. Review of survey plats is a necessary step in processing Applications for Permits to Drill. Program staff review the plats to ensure that the construction of access roads, well pads, and well bottom drilling targets do not infringe on other property or mineral rights. Chain of survey and legal description reviews also help to determine whether land ownership and boundary locations are legally defensible prior to development. There is greater demand for GCDB data to provide accurate digital graphic portrayal of the Public Land Survey System. The energy programs use this digital version of PLSS data to display all stipulations and current leases in an automated format. This facilitates more efficient energy development and enables public land managers to make more informed decisions.

With the President and the Secretary's goals to increase renewable energy development on the public lands and with many States enacting renewable energy portfolio standards that require utility companies to increase renewable energy supplies as part of their electricity capacity, renewable energy right-of-way processing workload for the BLM has increased dramatically. Much of this work is customer and market driven which makes it difficult to predict the number of applications that will be filed for the various authorizations with a high level of certainty.

## 2016 Program Performance

The BLM plans to leverage technology in land tenure management to become more efficient in land use decisions and resource planning. BLM's land record system was developed in the 1980s and last was updated to account for the year 2000 issues. Beginning in 2015, the BLM will seek solutions to modernize and consolidate these existing systems, The goal is to develop a comprehensive system to collect, maintain and publish the official Federal land status records, including accurate and consistent land acreage and other statistical data used by the public and

Federal land management agencies. Improvements would include using authenticated data sources, consolidating data, and using spatial and survey data. The system will link this data to all relevant land records and information on land title, use, restrictions and resources. The system will support legal, policy and regulatory requirements and efficiently deliver key business products (Public Land Statistics, Master Title Plats, Historical Indices, Reports, geospatial maps and orthophotographs, etc.).

Also, in 2015 and 2016, the bureau will implement a new geospatial publication web service to replace its outdated internal and external sites. The web service will provide search, retrieve, display and delivery functionality for authenticated BLM mineral, land status and resource data.

In 2016, the BLM will also continue to perform the core functions of directing and approving surveys, addressing public inquires on Federal land status, consulting with staff members from other programs to advise on boundary, title, and geospatial issues, providing direction and control for field surveys paid for by other entities, and managing the geographic coordinates of PLSS data.

In addition, the BLM will implement the last of nine recommendations from an Office of the Inspector General (OIG) audit report on management of land boundaries. This report states, "proper survey and management of high-risk lands with antiquated surveys has the potential to generate hundreds of millions of dollars in revenue from lands with valuable surface and subsurface resources." In response, the BLM will continue issuing guidance to BLM State Offices through Instruction Memoranda directing them to identify lands with revenues lost or at risk due to antiquated boundary evidence and propose a plan for resolution.

In addition, in response to the OIG report, the BLM has developed and implemented new policies to ensure that cadastral surveyors review the adequacy of boundary evidence prior to the approval of significant land transactions and commercial projects. These policies will ensure the proper collection of rents and protection of public lands and resources from unauthorized uses.

In 2016, the BLM will also continue to focus on responsible energy development and associated transmission lines. Specifically the BLM will have a continued emphasis on completing timely environmental reviews and permitting for the four transmission Pilot Projects identified as a priority by the President in October 2011. Similarly, the BLM will focus resources on environmental reviews and permitting of transmission lines that serve BLM's 2016 Priority Renewable Energy Projects. Collectively, these priority transmission projects will replace aging infrastructure, enhance grid reliability, and facilitate renewable energy development while serving the needs of communities across the western U.S.

The BLM will continue to conduct public land sales, revoke public withdrawals, and facilitate military base closures. The bureau will also review public land withdrawals and anticipates revoking withdrawals for 64,000 acres

# Communications Site Management

# Activity: Communication Site Management
# Subactivity: Communication Site Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Communication Site Management | *$000* | 2,000 | 2,000 | +0 | +0 | +0 | 2,000 | +0 |
| | *Offset* | -2,000 | -2,000 | +0 | +0 | +0 | (2,000) | +0 |
| | *FTE* | 15 | 15 | | +0 | +0 | 15 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Communication Site Management Program is $2,000,000 and 15 FTE.

## Program Overview

The Communication Site Management Program processes applications for communications sites from commercial, private and governmental entities under Title V of the *Federal Land Policy and Management Act of 1976* and issues right-of-way authorizations. The program considers requests for new sites, inspects and administers existing sites and authorizations, completes site management plans, and collects rental fees.

The BLM grants and administers authorizations for communications sites, while working to protect the natural resources associated with both public and adjacent land owners. The BLM works to prevent unnecessary or undue degradation to public lands by promoting collocation on the communication site rights-of-way considering engineering and technological compatibility, national security and land use plans. The BLM also coordinates to the fullest extent possible, all actions under the program with State and local governments, interested individuals, and appropriate quasi-public entities.

### *Demands and Trends*

Prior to 1996, each user was required to have a separate authorization, even when users shared a site. In response to the *Telecommunications Act of 1996,* the BLM implemented new regulations and policies that greatly simplified and streamlined the authorization and administration of these sites. The BLM now requires only the owners of the towers or facilities to have a right-of-way authorization, while other users of the sites can collocate in these facilities, as tenants or customers, without further BLM approval.

In 1996, there were 3,313 authorized communications facilities on BLM-administered land. The BLM currently has over 3,800 sites authorized for separate communication use rights-of-way located on approximately 1,500 mountain tops. In 2014, the BLM hired and trained a second project manager and performed 28 communication site audits which encompassed 138 facilities. The BLM identified $65,500 of unreported rent, 16 unauthorized trespass facilities, and finalized approximately 15 communication site management plans. The BLM has

increased the collection of rental fees from $2.0 million in 1996, to $8.16 million in 2014 and an estimated $9.0 million in 2015.

A significant challenge facing the BLM is ensuring that holders of communication site rights-of-way authorizations report accurate inventories of communications uses within their facilities to allow the Bureau to assess and collect the appropriate rent. Based on recent compliance inspections by program administrators, it is estimated that for every dollar of rent collected, at least one dollar is not collected. In order to better manage the development and use of communications sites and to mitigate the impacts on surrounding public lands, the BLM develops communication site management plans, which guide users and analyze the impacts of the structures on the sites and the surrounding lands. These plans allow the BLM to better manage sites and often result in the collection of additional rent revenues. The BLM's goal is to develop site management plans for all facilities with communication sites located on the public lands it manages.

In recent years, the BLM has focused on strengthening partnerships and improving its suite of BLM, interagency and industry sponsored right-of-way management courses, including the Communication Site Management Course, the National Lands Training for Line Officers, the Beginning Lands and Realty Training, and two industry meetings scheduled in Nevada.

## 2016 Program Performance

In 2016, the BLM will continue to toward the goals of Executive Order 13616 on Accelerating Broadband on Federal Property, including developing processes to reduce the time needed for issuing communication use rights-of-way authorizations. Additionally, the BLM will continue to process applications for communications site rights-of-way, as well as applications for assignments, amendments, and renewals. The Bureau will also continue to emphasize site administration and management. The BLM expects to complete 30 to 40 final communication site management plans, process 170 actions for lease or grant issuances, rejections, amendments, and renewals; process 50 actions for assignments, cancellations, relinquishments, and other administrative work; and complete 15 actions for trespass. The BLM will evaluate the possibility of expanding the centralized billing effort to other types of right-of-way rentals. The BLM will train over 60 agency and industry personnel on the siting and administration of communication uses on public land, plus train 75 line managers on their roles and responsibilities in the Communication Site Management Program.

In addition, the BLM will review the current communications use rental schedule as recommended by the Office of Inspector General in Report in its review of the Rights-of-Way program. In 2015, the BLM plans to publish an advanced Notice of Proposed Rulemaking in the Federal Register to determine if the rental schedule should be updated; the results of that review will determine the work to be performed in 2016.

# Resource Protection and Maintenance

# Activity: Resource Protection and Maintenance

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Resource Mgmt Planning, Assessment & Monitoring | *$000* | 37,125 | 38,125 | +416 | +0 | +20,800 | 59,341 | +21,216 |
| | *FTE* | 214 | 214 | | +0 | +3 | 217 | +3 |
| Law Enforcement | *$000* | 25,325 | 25,325 | +270 | -100 | +0 | 25,495 | +170 |
| | *FTE* | 131 | 131 | | +0 | +0 | 131 | +0 |
| Abandoned Mine Lands | *$000* | 16,687 | 16,987 | +159 | +0 | +2,800 | 19,946 | +2,959 |
| | *FTE* | 63 | 63 | | +0 | +0 | 63 | +0 |
| Hazardous Materials Management | *$000* | 15,612 | 15,612 | +204 | -30 | +0 | 15,786 | +174 |
| | *FTE* | 94 | 94 | | +0 | +0 | 94 | +0 |
| Total, Resource Protection & Maintenance | *$000* | 94,749 | 96,049 | +1,049 | -130 | +23,600 | 120,568 | +24,519 |
| | *FTE* | 502 | 502 | | +0 | +3 | 505 | +3 |

The 2016 budget request for the Resource Protection and Maintenance activity is $120,568,000 and 505 FTE. It reflects program changes totaling +$23,600,000 and +3 FTE and internal transfers totaling -$130,000 and 0 FTE from the 2015 Enacted level.

## Activity Description

The functions within the Resource Protection and Maintenance activity contribute to the protection and safety of public land users and environmentally sensitive resources.

- Resource Management Planning – The land use planning function is based on collaboration with local communities and State and tribal governments, as well as on science-based analysis.
- Resource Protection and Law Enforcement – The Resource Protection and Law Enforcement subactivity provides for the protection from criminal and other unlawful activities on public lands.
- Abandoned Mine Lands – The remediation of abandoned mine lands supports core programs by restoring degraded water quality, cleaning up mine waste that has been contaminated by acid mine drainage and heavy metals (such as zinc, lead, arsenic, mercury and cadmium), remediating other environmental impacts on or affecting public lands, and mitigating physical safety issues.
- Hazardous Materials Management – The Hazardous Materials Management Program provides for the prevention, mitigation, and remediation of the effects of hazardous material releases and other dangers on the public lands.

The Resource Protection and Maintenance activity funds land use planning and compliance processes, which are required by the *National Environmental Policy Act (NEPA)* and the *Federal Land Policy and Management Act (FLPMA).*

# Activity: Resource Protection and Maintenance
# Subactivity: Resource Management Planning, Assessment & Monitoring

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Resource Mgmt, Planning, Assessment & Monitoring | *$000* | 37,125 | 38,125 | +416 | +0 | +20,800 | 59,341 | +21,216 |
| | *FTE* | 214 | 214 | | +0 | +3 | 217 | +3 |

| Summary of 2016 Program Changes/Internal Transfers for Resource Management, Planning, Assessment & Monitoring: | ($000) | FTE |
|---|---|---|
| Applied Science - Enterprise Geospatial System | +7,800 | +0 |
| Assessment, Inventory and Monitoring | +5,000 | +3 |
| Monitoring Greater Sage-Grouse Plans | +8,000 | +0 |
| Total | +20,800 | +3 |

## Justification of 2016 Program Changes

The 2016 budget request for Resource Management Planning, Assessment & Monitoring is $59,341,000 and 217 FTE, a program change of +$20,800,000 and +3 FTE from the 2015 enacted level.

**Enterprise Geospatial System (+7,800,000 /+0 FTE)** The budget request includes a $7.8 million increase in Resource Management Planning to support the deployment of the Enterprise Geographic Information System (EGIS), critical to help the BLM make a generational leap forward in its geospatial capabilities. The EGIS will support the adoption and implementation of core indicators, standardization of data and collection methods, and the digitization of legacy data for inclusion in decision-making analyses. It will allow employees to seamlessly access and use data from every level of the organization and across units, both from their office as well as in the field using mobile devices. The EGIS is key in providing data management and analytical support to managing public lands across various priority landscape-scale initiatives, including the Assessment, Inventory and Monitoring Strategy, Greater Sage-Grouse Plan Implementation and Monitoring, Renewable and Conventional Energy Development, Rapid Eco-regional Assessments, Climate Change Adaptation, Planning 2.0 Initiative, Regional Mitigation, and other multiple scale resource management activities. The BLM will continue to work collaboratively with other federal partners to develop common data standards and manage geospatial datasets used for public land management decisions. The BLM geospatial proposal is integrated within Interior's growing enterprise GIS capabilities and serves as a critical component of the Department's corporate geospatial strategy. The Bureau's ability to provide vast quantities of quality data easily will have profound organizational, cultural, and social benefits. The EGIS will provide the capability to overlay internal and external resource datasets (e.g., vegetation, hydrology, and ecological sites) with data on natural and human-induced stressors (e.g., wildfire, invasive species, climate change, and development), yielding robust and complex analyses of resource use and effects across multiple scales. The EGIS will allow

the BLM to continue to develop and implement core data and technology standards to support large-scale, science-based decision-making, while at the same time delivering critical information to the public for its use and enjoyment of the public lands.

**Assessment, Inventory and Monitoring Strategy (AIM) (+$5,000,000 /+3 FTE)** – Informed decision making and adaptive management require current data about the status and trend of terrestrial and aquatic systems and about the location and extent of natural and human-caused disturbances. The BLM's Assessment, Inventory, and Monitoring (AIM) Strategy is the framework for this data collection. The 2016 budget request includes an increase of $5.0 million to facilitate implementation of the AIM strategy, which is central to meeting commitments outlined in the Implementation of the Western Solar Energy Plan, the Greater Sage-grouse land use plans, Secretary Jewell's landscape mitigation strategy and other initiatives.

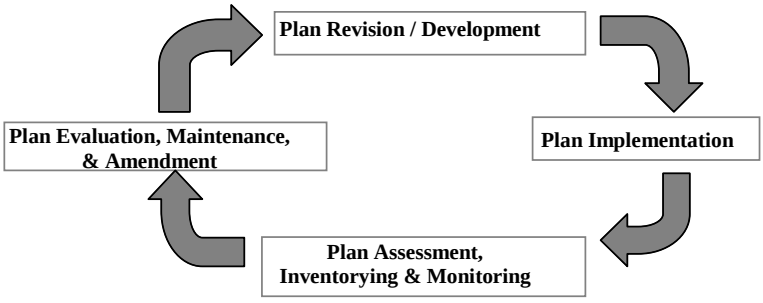
**Monitoring in Support of Greater Sage Grouse Conservation Initiative (+$8,000,000/+0 FTE)** – The 2016 budget request includes an increase of $8,000,000 to develop assessment and monitoring protocols using core indicators, standardized field methods, remote sensing, and a statistically valid study design to provide nationally consistent and scientifically defensible information. These protocols will be used to meet the monitoring commitments made during the Greater Sage-Grouse Conservation effort. These commitments include gathering information on terrestrial and aquatic site condition, ecological sites, special status species, treatments, disturbance of the public lands, fire, and land uses.

## Program Overview

Resource Management Plans (RMPs) are the foundation of public land management. Planning and plan implementation decisions describe desired resource conditions on the ground and methods to achieve desired conditions across the more than 247 million acres of BLM-managed public lands. Through its plan assessment, inventory and monitoring efforts, the Bureau collects data, which is stored in geospatially enabled databases, to determine whether the BLM is meeting its goals for desired condition. Plan evaluations allow the BLM to determine which decisions need to be revised or amended for the BLM to continue effectively managing the public lands. The land use planning process encourages collaboration and partnerships, which help the BLM determine how to manage public lands and associated resources to balance the needs of adjacent communities with the needs of the Nation.

The Resource Management Planning, Assessment, and Monitoring Program uses interdisciplinary processes to complete the management and decision-making cycle shown and described further below.

**BLM Planning Cycle**



Land Use Plan Revision and Development – Completion of ongoing RMP revisions and plan developments is the highest priority of the program. Planning areas without updated RMPs present numerous challenges to the BLM. Updated plans:

- Incorporate the best, most current science;
- Contain sustainable decisions that are less vulnerable to legal challenge;
- Are responsive to changes in climate and conditions on the ground;
- Include desired conditions that are relevant or desired by the public, other governmental entities, or industrial users; and
- Advance priorities such as energy development and transmission corridors and provide economic opportunities for the public

Delayed completion of planning efforts postpones critical resource management decisions and increases potential for litigation in planning areas. As RMP decisions are made, the program initiates new RMP revisions or amendments in areas where changing demands on public land resources have been identified.

Sustainable Planning through the National Environmental Policy Act (NEPA) – This dynamic approach to land use planning cycles through implementation, effectiveness monitoring, and assessment of emerging issues such as rapid population growth and changing resource conditions. The planning cycle allows plans to remain relevant and adaptive to changing conditions by addressing emerging challenges and changing resource issues as they arise, which ensures plan durability and reduces the frequency of costly revisions. The BLM uses the NEPA review and analysis process to inform its land use planning and project-level implementation decisions throughout the planning cycle. Through the NEPA process, the BLM assesses the potential environmental impacts of a proposed action through a range of alternatives, seeks input from stakeholders and the public, and collaborates with partners in Federal, State, local, and tribal government to inform its decisions.

Land Use Plan Amendments – Amendments enable the program to address significant new information, respond to changing land uses, consider proposals that deviate from the plan, and implement new policies that change land use plan decisions. Plan amendments are an economical means to support adaptive approaches to resource management and reduce the frequency of costly revisions, and they often support priority projects, such as those related to renewable energy and national energy infrastructure.

Monitoring for Adaptive Management: Informed decision making and adaptive management require current data about the status and trends of terrestrial and aquatic systems, about the location and extent of natural and human-caused disturbances, and about the location and effectiveness of land treatments. The BLM's AIM Strategy is the framework for this data collection. This strategy outlines a process for using core indicators, standardized field methods, remote sensing, and a statistically valid study design to provide nationally consistent and scientifically defensible information to determine the status of the public lands and track changes to natural resources on the public lands over time. This strategy supports the Solar Programmatic EIS, the Greater Sage-Grouse Conservation Initiative, as well as other landscale scale decisions

## Critical Factors

The BLM addresses a number of critical factors that drive land use planning and decision-making processes. These include the following:

Land Health Stressors – Land health stressors such as invasive plant and insect infestations, drought, and catastrophic wildfires contribute to the loss of native animal and plant communities and habitat for threatened and endangered species. Changing conditions necessitate the reevaluation of plans on a regular cycle. Eco-regional assessments and adaptation strategies for mitigating impacts of land health stressors indicate on a regional basis whether land use decisions remain valid or require amendment.

Energy Demands – Increased demands for renewable and conventional energy and associated infrastructure affect the balance with competing uses such as recreation use, off-highway vehicle use, and conserving a broad range of wildlife habitat for future generations.

Expanding Populations & Community Growth – These factors challenge wildland fire suppression efforts in the wildland-urban interface, contribute to increased conflicts between recreational uses, and increase demands for surface-disturbing uses such as roads, utility distribution lines, communication sites, sand, gravel, mineral materials sites, and public facilities. Understanding the complex socioeconomic issues in communities adjacent to BLM-administered lands is imperative to effective land management.

Protests/Appeals/Litigation – Public land management conflicts heighten BLM's attention to risk management in response to challenges over land use decisions. Litigation not directly associated with land use planning often affects land use planning decisions, given the broad scope of resource issues considered.

## Means and Strategies

The BLM uses a number of means and strategies to support land use planning and decision-making processes. The means and strategies highlighted below support not only land use planning, but also provide critical information, resources, and data infrastructure used Bureau-wide, and often outside the BLM by Federal, State, tribal and local partners. This information is necessary and valued by resource managers and specialists as they prepare project analyses for all types of activities. These efforts include the following:

ePlanning – The ePlanning web-based application streamlines land use planning and NEPA processes. It enhances transparency and creates efficiencies through faster and easier public access to NEPA documents for review and comment and simplified comment analysis and response. ePlanning is currently used for all new RMP revisions and NEPA in four States (Nevada, Alaska, Arizona and Idaho). In October, 2014, a comprehensive deployment strategy was initiated to implement ePlanning for NEPA activities across all BLM States by the end of 2015.

Geospatial Services – The Bureau is transitioning to a landscape approach to managing public lands. To support that approach, the Geospatial Services program is creating an environment where data is managed in an integrated corporate data framework to support multiple program activities at multiple scales. Continued implementation of the BLM's Enterprise Geospatial Strategy, through the GIS Transformation Project, supports this transition as well as various

high priority efforts such as the implementation and monitoring of the Greater Sage-Grouse planning effort, the Planning 2.0 initiative, regional mitigation activities, and renewable energy projects, while using GIS software that is consistent and integrated with the Department and other DOI Bureaus. This transformation will also improve the management of the BLM's geospatial data resources, and will enhance partnering with other Federal agencies, including the U.S. Geological Survey (for science) and the U.S. Fish and Wildlife Service (for consultation), while supporting communication and collaboration with State and tribal governments, as well as the public at large. By providing the infrastructure to manage and analyze data at multiple scales, the Geospatial Services program provides the BLM with the information and tools necessary to better understand the impacts of its decisions and support informed decision-making at all levels of the organization.

Socioeconomics – The Socioeconomics program helps resource managers weigh competing interests concerning access to and use of public lands and resources. Social and economic conditions are changing across the West and the public is demanding a more collaborative style of decision-making with reliable information on the human context and consequences of BLM actions. The need to maximize the BLM's return on investment is essential to achieving its mission, and thus measuring that return through the application of socioeconomic methods provides information essential for effective resource management. To provide a more complete picture of the benefits and costs of the BLM's resource management decisions, the Socioeconomics program is conducting a series of pilot studies to assess the feasibility and usefulness of ecosystem services methods and metrics. These approaches focus on quantifying the contributions of healthy ecosystems to human well-being, and the ways in which proposed actions may reduce or enhance these benefits.

Collaborative Action and Dispute Resolution – The Collaborative Action and Dispute Resolution (BLM-CADR) program provides services to support BLM's engagement with other Federal agencies, tribal, State, and local governments, stakeholders, and the public. Collaborative approaches can be applied internally and externally throughout decision-making and subsequent challenges. Generally speaking, collaboration refers to processes and arrangements that facilitate two or more individuals working together to solve a set of resource issues. Collaborative approaches ultimately enhance relationships and successful on-the-ground project implementation through shared committement and resources. The CADR program optimizes planning investments and provides tools and skills for future BLM leaders.

NEPA – The BLM's NEPA program coordinates with the Council on Environmental Quality (CEQ), the Interior Office of Environmental Policy and Compliance, and other Federal entities on NEPA policy issues across the Federal government and within the Department. The BLM NEPA program also develops Bureau-wide NEPA policy and guidance, coordinates with other BLM national programs to develop program-specific guidance, and works with the BLM National Training Center to identify and meet NEPA training needs. In addition, the program coordinates with BLM State Offices to provide advice and support for NEPA compliance in the field. The BLM NEPA program has developed an internal, web-based BLM Greenhouse Gas & Climate Change NEPA Toolkit for use in preparing NEPA documents. The program also evaluates NEPA compliance within BLM States. These activities contribute to sound, well-supported Bureau planning and project decisions, and provide ongoing opportunities to strengthen working relationships with the public, stakeholder organizations, and partners in Federal, State, local, and tribal government.

Assessment and Monitoring - The AIM Strategy is being implemented through five sets of interrelated projects. The first three are designed to implement West-wide monitoring that is coordinated, and where possible, integrated with the monitoring activities of other Federal, State and non-governmental partners. The West-wide projects include the BLM Rangeland Assessment, the BLM Western Rivers and Streams Assessment, and the BLM Grass-Shrub Fractional Mapping Project. Some of the Federal partners' included in these efforts are the Natural Resource Conservation Service, Environmental Protection Agency, United States Geological Survey, and United States Forest Service. The two remaining projects are designed to help support immediate multi-State and field office priorities. These projects include efforts to monitor the effectiveness of BLM land use plans and to determine the effectiveness of BLM treatments and actions.

Public Involvement and Cooperating Agencies – The BLM involves interested members of the public and other governmental agencies—various Federal, State, local, county, and tribal entities—to share technical expertise, fulfill requirements for cooperation under various laws, and ensure consistent management where BLM-managed lands are adjacent to those of other government agencies or affect the resource management of other government agencies. The BLM also participates in cooperating agency and coordination training workshops with local government organizations to promote understanding of opportunities for local government participation in BLM land use planning and NEPA processes.

## 2016 Program Performance

Planning 2.0 – "Improving Land Use Planning" – In 2016, the BLM will finalize the Planning 2.0 initiative, which is focused on designing a more proactive and flexible approach to planning across landscapes at multiple scales. As part of Planning 2.0, the BLM will complete targeted changes to the planning regulations (43 CFR 1601 and 1610) and issue a revised Land Use Planning Handbook (H-1601-1). The planning process will focus on more up-front collaboration with partners to produce durable decisions that readily address the rapidly changing environment and conditions posed by climate change, rapid growth in the urban interface with public lands and expanding resource development, and other stressors. Finally, the BLM will review, and where necessary, revise it's policy and procedures for monitoring the effectiveness of land use plan decisions as part of the 2.0 initiative.

Land Use Plan Revisions – In 2016, the Resource Management Planning program will continue revisions on the 38 plans that are in process. This estimate takes into consideration plans that will be completed and initiated in the interim. Active plan revisions are evaluated annually to determine progress and estimated costs for completion. Approvals to extend project schedules are coordinated through the Assistant Director for Renewable Resources and Planning.

In 2015, the BLM plans to initiate four new RMP revisions. The remaining six Western Oregon RMP revisions will be funded by the O&C Resource Management Planning program. Since 2001, the BLM has completed 77 plan revisions to improve the quality and effectiveness of its resource management. Another 50 planning projects are currently in progress and 29 plans are in need of revision or amendment to meet changing resource demands and conditions.

Land Use Plan Amendments – Newly revised plans are maintained through amendments funded by benefitting programs. Targeted amendments address emerging challenges and changing resource issues, extend the useful life of a plan, and reduce the potential for litigation.

In 2016, the Resource Management Planning program will continue to support high priority amendments, including those associated with renewable energy and transmission line projects.

NEPA – The NEPA program will coordinate with the Department to provide and implement BLM national guidance on considering climate change through the NEPA and land use planning processes. The NEPA program also will support BLM and Department policy development in other priority areas such as mitigation. In addition, the NEPA program will work with BLM's National Training Center to evaluate NEPA training needs throughout the BLM and to develop new training as needed.

Assessment and Monitoring - The Rangeland Assessment, the Western Rivers and Streams Assessment, and the Grass-Shrub Fractional Mapping Project, efforts to monitor the effectiveness of BLM land use plans, and efforts to determine the effectiveness of BLM treatments and actions will be implemented. Additionally, the monitoring and assessment protocols and core indicators developed as part of the AIM strategy will be used to gather information on terrestrial and aquatic site condition, ecological sites, special status species, treatments, disturbance of the public lands, fire, and land uses within sage-grouse habitat.

Collaborative Action and Dispute Resolution – The CADR program is implementing a new Strategic Plan designed to:

- Build awareness and understanding of collaboration and collaborative action both within and outside the BLM;
- Provide a framework for achieving consistency in collaborative efforts within BLM and with partners and stakeholders; and
- Focus on the practical application of collaborative principles and practices to meet the needs of the field.

# Activity: Resource Protection and Maintenance
# Subactivity: Resource Protection and Law Enforcement

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Law Enforcement | *$000* | 25,325 | 25,325 | +270 | -100 | +0 | 25,495 | +170 |
| | *FTE* | 131 | 131 | | +0 | +0 | 131 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Law Enforcement: | ($000) | FTE |
|---|---|---|
| Internal Transfer to National Conservation Lands | -100 | +0 |
| Total | -100 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Resource Protection and Law Enforcement Program is $25,495,000 and 131 FTEs and reflects an internal transfer of -$100,000 from the 2015 enacted level.

**Internal transfer to National Conservation Lands (-$100,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $100,000 will be transferred from Law Enforcement. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of National Conservation Land units in recent years.

## Program Overview

### Program Components

The Resource Protection and Law Enforcement Program supports the Bureau's mission through the enforcement of Federal laws and regulations related to the use, management, and development of public lands and resources. The objectives of the program are to:

- Provide a safe environment for public land users and employees;
- Deter, detect, and investigate illegal activities, and resolve or refer such matters to appropriate officials; and
- Ensure revenues owed to the government for authorized or unauthorized uses are paid.

Resource Protection and Law Enforcement Program resources:

- Manage the law enforcement presence at special events and high-use recreation areas in order to support law enforcement needs exceeding the capacity of local field offices;
- Establish interagency agreements, partnerships, and service contracts with numerous State and local law enforcement agencies to secure supplemental support in the form of dispatch services, patrols of high use recreation areas, and assistance in the eradication of marijuana grown on public lands; and
- Utilize science-based methods and technology wherever possible to expand the capability to identify and monitor locations of illegal activity.

**Critical Factors**

Critical factors affecting the Resource Protection and Law Enforcement Program on public lands include:

- Large-scale marijuana cultivation threatens public and employee safety; while the associated diversion of natural water sources, the use of fertilizers, herbicides, and pesticides, the illegal taking of wildlife, and the dumping of waste damages the ecosystems being exploited for illegal cultivation activities.
- The smuggling of humans and controlled substances on public lands near the Southwest Border destroys the natural and cultural resources on these public lands and threatens public and employee safety.
- Population increases in urban areas located near public lands have led to corresponding increases in off-highway vehicle use, illegal dumping of waste, theft of mineral materials and native plants for private landscaping, and the ignition of wildland fires.
- Emergencies and similar unexpected developments frequently require law enforcement responses that cannot be planned for or anticipated.
- Partner law enforcement agencies continue to request funding assistance through service contracts and support agreements, particularly in counties where public lands are heavily impacted by both legal and illegal activties.

**Demands, Trends and Resources**

In 2014, the BLM saw a fifteen percent increase in the number of marijuana plants seized on public lands. Due to the scope of the marijuana cultivation problem on public lands and the large number of Federal, State, and local agencies involved in combatting the issue, it is difficult to establish a direct cause for the fluctuations seen in marijuana plant seizure statistics. However, several factors are believed to affect large scale marijuana cultivation on public lands, including:

- Increasingly effective utilization of multi-agency investigation and eradication efforts targeting illegal activities at all levels of drug trafficking organizations.
- Prosecution of individuals at all levels of multi-state drug trafficking organizations is disrupting organizational structures and reducing cultivation and distribution capabilities.

Marijuana Plants on Public Lands.

- Shifting weather patterns are altering the length of the growing season and the availability of natural water sources.
- Several State medical marijuana laws provide for the lawful cultivation of marijuana on private lands. Quantities of this lawfully cultivated marijuana are known to be sold outside the legal trade. This unlawful sale of legally cultivated marijuana, combined with the public's ability to lawfully cultivate marijuana for personal use purposes, may be altering levels of market supply and demand, thereby prompting fluctuations in the quantity of marijuana being cultivated on public lands.

## 2016 Program Performance

Marijuana Cultivation on Public Lands – The BLM plans to continue drug enforcement activities to include assigning special agents to investigate large scale marijuana cultivation on a full time basis in California and on a part time basis in other states to combat the expansion of marijuana cultivation activities; utilizing BLM rangers to conduct high profile patrol to detect and deter cultivation activities, eradicate marijuana cultivation sites, and provide security for personnel performing cultivation site rehabilitation efforts; and working with the Public Lands Drug Coordination Committee, under the Office of National Drug Control Policy, to utilize science-based methods to identify and address the environmental impacts of marijuana cultivation on public lands.

| Marijuana Plants Seized by BLM on Public Lands | | | |
|---|---|---|---|
| **FY 2011** | **FY 2012** | **FY 2013** | **FY 2014** |
| 436,455 | 156,014 | 195,417 | 225,291 |

Southwest Borderlands **–** The BLM will continue to patrol and conduct law enforcement activities on public lands situated within 100 miles of the Southwest Border in response to the heavy resource impacts and public safety concerns associated with illegal human and drug smuggling activities. The BLM continues to invest heavily in its Reclaim Our Arizona Monuments (ROAM) operation. Developed in response to the severe impacts occurring on the Bureau's Ironwood Forest and Sonoran Desert National Monuments, Operation ROAM combines the skills of BLM law enforcement officers with those of BLM resource specialists in order to improve public safety and remedy the resource damage caused by human and drug smuggling. This pairing of skill-sets serves to disrupt and deter smuggling operations and repair smuggling-related environmental damage caused by unauthorized roads and trails, large accumulations of trash, and concentrations of human waste.

**Illegal Road Created by Smuggling Activity in the Sonoran Desert National Monument.**

*Archaeological Resource Protection Act* (ARPA) Enforcement in the Four Corners Region – The BLM will continue to patrol and conduct investigations in the Four Corners region of the Southwest to deter and detect incidents of theft and vandalism of cultural, historical, and paleontological resources. The BLM will prosecute suspects and provide for the proper curation, storage, and disposition of recovered artifacts. The BLM continues to support the process of repatriating hundreds of thousands of archaeological and Native American artifacts recovered through the "'Cerberus Action"; a highly successful multi-year investigation that targeted individuals suspected of looting archaeological sites and Native American graves in violation of ARPA and the *Native American Graves Protection and Repatriation Act*.

Off-Highway Vehicle (OHV) Recreation – The BLM will continue to dedicate law enforcement resources to the patrol of high-use OHV areas in order to protect sensitive resources and ensure the public is provided safe recreational opportunities on public lands.

| Off-Highway Vehicle Activity on Public Lands | | | | |
|---|---|---|---|---|
| | **FY 2011** | **FY 2012** | **FY2013** | **FY2014** |
| **OHV Incidents** | 6,427 | 4,067 | 5,164 | 4,662 |

National Conservation Lands – The BLM will continue to patrol and conduct law enforcement activities within the National Conservation Lands in order to protect nationally significant resources and provide the public the opportunity to safely enjoy their public lands.

Wild Horses and Burros – The BLM will continue to enforce laws and investigate violations related to the harassment, unlawful removal, inhumane treatment, unauthorized destruction or sale of wild horses and burros.

Resource Damage, Loss and Theft – The BLM will continue to emphasize patrol, enforcement, and investigation actions to reduce the theft of public land resources, including mineral materials, timber and forest products, as well as improve production accountability and reduce theft of oil and gas resources. The BLM will investigate wildland fires to determine the origin and cause, identify responsible parties, and seek civil enforcement or criminal prosecution in cases involving negligence or arson.

| Total Number of Incidents Reported | | | |
|---|---|---|---|
| **FY 2011** | **FY 2012** | **FY2013** | **FY2014** |
| 26,888 | 23,544 | 47,644 | 56,901 |

| Theft, Vandalism, and Misuse of Resources Incidents Reported | | | | |
|---|---|---|---|---|
| | **FY 2011** | **FY 2012** | **FY2013** | **FY2014** |
| **Cultural, Paleontological & Historical Resources** | 72 | 140 | 153 | 184 |
| **Minerals** | 10 | 21 | 16 | 19 |
| **Natural Features & Other Wildland Resources** | 107 | 106 | 177 | 539 |
| **Timber, Forest Products, & Native Plants** | 190 | 279 | 456 | 634 |
| **Wild Horses and Burros** | 86 | 118 | 246 | 188 |

| Wildland Fire Incidents Reported on Public Lands | | | | |
|---|---|---|---|---|
| **No. of Fire Related Incidents** | **FY 2011** | **FY 2012** | **FY2013** | **FY2014** |
| | 698 | 1,053 | 1,341 | 1,691 |

# Activity: Resource Protection and Maintenance
# Subactivity: Abandoned Mine Lands

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Abandoned Mine Lands | *$000* | 16,687 | 16,987 | +159 | +0 | +2,800 | 19,946 | +2,959 |
| | *FTE* | 63 | 63 | | +0 | +0 | 63 | +0 |

*Notes: The Central Hazardous Materials Fund from the Department of the Interior, Office of the Secretary, is a collaborative source of funding to address the goals of both the Abandoned Mine Lands and the Hazardous Materials Management programs. The 2015 estimated funding from the Central Hazardous Materials Fund is approximately $3.5 million.*

*More information on the Central Hazardous Materials Fund is found in the Department of the Interior, Office of the Secretary, Department-wide Program Budget Justifications.*
*More information on the Central Hazardous Materials Fund is found in the Department of the Interior, Office of the Secretary, Department-wide Program Budget Justifications.*

| Summary of 2016 Program Changes/Internal Transfers for Abandoned Mine Lands: | ($000) | FTE |
|---|---|---|
| Red Devil Mine Remediation | +2,800 | +0 |
| Total | +2,800 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Abandoned Mine Lands Management Activity is $19,946,000 and 63 FTE, a program change of +$2,800,000, and 0 FTE from the 2015 enacted level.

**Red Devil Mine Remediation (+$2,800,000/0 FTE)** – The Red Devil Mine (RDM), located on the Kuskokwim River in Southwestern Alaska, is an abandoned cinnabar mine which produced mercury from 1939 thru 1971. In 2009, the BLM initiated a Remedial Investigation/Feasibility Study (RI/FS) of the Red Devil Mine site under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA). As part of the CERCLA investigation, the BLM completed an RI which identified mine tailings near Red Devil Creek containing high concentrations of mercury, arsenic as well as antimony and that these metals are being released into the soil and water. In FY 2014, a non-time critical removal action was initiated and completed. This action removed mine tailings from Red Devil Creek and stabilized the stream channel to prevent further erosion and associated transport of contaminated tailings into the Kuskokwim River. The $2.8 million proposed increase for 2016 would be used for ground and surface water monitoring, Proposed Plan Development and Remedial Design/Remedial Action (RD/RA) development.

## Legislative Change

**Reclamation Fee** – To provide additional resources for the reclamation of priority abandoned hardrock mines, the 2016 budget proposes a new AML fee on hardrock mine production. Just as the coal industry is held responsible for abandoned coal sites, the Administration proposes to hold the hardrock mining industry accountable for the remediation of abandoned hardrock mines. The legislative proposal will levy an AML fee on uranium and metallic mines on both public and private lands. The proposed AML fee on the production of hardrock minerals will be collected on the volume of material displaced after January 1, 2016. The receipts would be

divided between Federal and non-Federal land actions. The Secretary will disperse the share of non-Federal funds to each State and Tribe based on need. Each State and Tribe will select its own priority projects using established national criteria. The proposed hardrock AML fee and reclamation program will operate in parallel with the coal AML reclamation program as part of a larger effort to ensure the Nation's most dangerous abandoned coal and hardrock AML sites are addressed by the industries that created them.

## Program Overview

The Abandoned Mine Lands (AML) program's primary objective is to eliminate or minimize the environmental impacts as well as the physical safety hazards associated with historic hardrock mining activity within the National System of Public Lands (NSPL). The AML program addresses mine sites that were abandoned prior to January 1, 1981, the effective date of the BLM's surface management regulations (43 CFR Subpart 3809).

The program's objectives are:

- Protecting public health and safety as well as reducing inherent liabilities by mitigating physical safety hazards and/or minimizing environmental impacts on the NSPL;
- Restoring the Nation's watersheds impacted by abandoned mines on public lands;
- Educating the public about the potential dangers posed by abandoned mines as well as the actions the BLM takes to address those dangers;
- Implementing a risk-based, watershed approach that embraces partnerships to effectively leverage funding and facilitate timely AML project completion;
- Conducting inventories of yet undiscovered abandoned mine features and sites as well as performing the validation, recordation, and evaluations of those characteristics;
- Asserting the BLM's lead role in the evaluation and remediation of AML sites located on and affecting the NSPL;
- Implementing cost avoidance/cost recovery strategies pursuant to CERCLA;
- Restoring abandoned mine lands to productive uses including, but not limited to recreation, fish and wildlife habitat, renewable energy, and the preservation of historical/cultural resources;
- Integrating AML goals and priorities into the BLM land-use planning efforts as well as other BLM functions and programs;
- Performing post-completion project monitoring to ensure the effective short and long term remediation of abandoned mine land sites.

### *Abandoned Mine Land Inventory*

The AML program utilizes a database to record and track the thousands of AML sites and features within the NSPL. The Abandoned Mine Site Cleanup Module (AMSCM) currently contains over 84,000 features, such as physical hazards and environmental impacts, associated with 46,000 sites.

### *Risk-based Prioritization*

In addressing the environmental and physical safety hazards on the NSPL, the BLM places the greatest priority on completing on-the-ground remediation at high-priority inventoried and characterized sites as well as newly discovered sites that pose higher risks due to population proximity, expansion and recreational activities in remote locations. The prioritization process ranks sites based on environmental and physical safety hazards and takes into account factors including water quality impairments and violations, watershed and other environmental impacts,

threats to public health or safety, existence of partnerships, cost avoidance/cost recovery, continuing/expediting existing on-the-ground projects, location, and cost efficiency.

***Environmental Response and Remediation***
The BLM's environmental cleanup and remediation activities are guided by public laws such as CERCLA, the Clean Water Act, and the Federal Land Policy and Management Act. The BLM uses its CERCLA authority to remediate environmental contamination on public land, prepare and implement emergency response contingency plans for oil and chemical spills, and recover costs from Potentially Responsible Parties.

***Physical Safety Hazards***
The majority of sites recorded in the AMSCM database contain physical hazards such as open mine shafts and pits, unstable rock, decayed mine support beams, and explosive as well as toxic chemicals. These physical safety hazards pose threats to humans and wildlife and are a high priority for the AML program. Temporary mitigation, such as fencing and signage, biological and archeological clearances, permanent closure, and installation of controlled access barriers are the most common remediation activities.

***Partnerships***
Partnerships with other Federal, State, local, and tribal agencies are a vital component of the AML program. Activities include the development of agreements with States for abandoned mine closures, cleanup coordination, and development of joint policies and procedures. The BLM also enters into assistance agreements with non-governmental organizations, for example, with Bat Conservation International (BCI). The BCI assists the BLM in identifying abandoned mines that provide valuable bat habitat and helps to preserve it with bat-friendly closures.

***Other Funding Sources:***
In addition to the AML program funding, the BLM utilizes, in the appropriate circumstances, funding from the Department's Central Hazardous Materials Fund (CHF) and the Department's Natural Resource Damage Assessment (NRDA) Restoration Fund. The CHF was established by Congress to be used for necessary expenses incurred for response actions conducted pursuant to the CERCLA, as amended as well as the regulatory requirements codified in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP). The CHF is a competitive process among Department Bureaus and functions as a source of no-year funding for CERCLA cleanup projects and as a repository for funds recovered from potentially responsible parties (PRP) pursuant to sections 107 or 113 of CERCLA, 42 U.S.C. § § 9607, 9613.

The purpose of the NRDA process is to restore public natural resources injured or destroyed by releases of hazardous substances or oil spills, and to compensate the public, through the natural resource damage trustee, for losses of the natural resources that resulted from the releases or spills. The costs of the restoration are borne by the parties who are responsible for the release or spill. Response actions (CERCLA) and NRDA enforcement may be integrated to maximize efficiency in restoring the health, diversity and productivity of BLM-managed land.

***Critical Factors***
Critical factors that impact the effectiveness of the AML Program include the following:

- The need to support maintenance and monitoring activities at previously remediated sites grows as new cleanup efforts are undertaken and completed. The BLM must

- return to these sites to inspect the short and long term efficacy of the reclamation/restoration.

- The development of urban areas and related visitation has brought about growth in the public's access to BLM-managed lands that were once considered remote. This increased ease of access by the public has resulted in an increase of exposure to the physical and environmental hazards associated with AML sites.
- AML restoration projects can be highly complex in environmental scope and impact. Environmental analyses and studies are conducted to determine the extent of contamination and to identify restoration and remediation strategies. Typically, a multiple-year, phased approach is required to complete restoration/remediation activities due to funding limitations and study times.

## 2016 Program Performance

In 2016, the AML Program anticipates completing the following elements:

- Water quality: Remediating approximately 1800 acres to improve water quality;
- Physical Safety Hazards: Closing 900 physical safety hazards on AML;
- Inventory: Adding 2,800 new AML features to AMSCM;
- Monitoring and maintenance: Returning to 1,300 remediated sites to check on the efficacy of physical safety closures and/or environmental remediation; and
- Complex Contaminated Site Cleanups–Leveraging funding with other Federal programs to address cleanups at large, complex sites that pose an imminent risk to the public.

# Activity: Resource Protection and Maintenance
# Subactivity: Hazardous Materials Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Hazardous Materials Management | *$000* | 15,612 | 15,612 | +204 | -30 | +0 | 15,786 | +174 |
| | *FTE* | 94 | 94 | | +0 | +0 | 94 | +0 |

*Notes: The Central Hazardous Materials Fund from the Department of the Interior, Office of the Secretary, is a collaborative source of funding to address the goals of both the Abandoned Mine Lands and the Hazardous Materials Management programs. The 2015 estimated funding from the Central Hazardous Materials Fund is approximately $3.5 million.*

*More information on the Central Hazardous Materials Fund is found in the Department of the Interior, Office of the Secretary, Department-wide Program Budget Justifications.*

| Summary of 2016 Program Changes/Internal Transfers for Hazardous Materials Management: | ($000) | FTE |
|---|---|---|
| Internal Transfer to National Conservation Lands | -30 | +0 |
| Total | -30 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Hazardous Materials Management activity is $15,786,000 and 94 FTE, and reflects an internal transfer of -$30,000 and 0 FTE.

**Transfer to National Conservation Lands (-$30,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $30,000 will be transferred from Hazardous Materials Management. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

The Hazardous Materials Management Program ensures BLM compliance with Federal and State environmental regulations. The program also exercises the legal authorities granted to the BLM to protect human health and the environment by cleaning up hazardous waste sites. Additionally, the program implements Federal initiatives directed at improving environmental management and sustainability. Program activities include:

- Minimizing environmental contamination on public lands;
- Reducing risks associated with environmental hazards;

- Restoring natural and cultural resources adversely impacted by oil discharges and hazardous substance releases;
- Correcting environmental compliance issues;
- Utilizing environmental management systems to identify, manage, and accomplish operation sustainability objectives and targets, and other significant aspects of BLM operations that impact environmental performance;
- Reducing the generation of wastes or contaminants at the source, thereby reducing the level of hazards to public health or the environment; and
- Partnering with the BLM Law Enforcement Program to remove illegally dumped material such as trash, hazardous materials, and abandoned vehicles.

The Hazardous Materials Management Program differs from the Abandoned Mine Lands (AML) Program. While the AML Program focuses on physical and environmental hazards associated with hardrock mines abandoned prior to 1981, the Hazardous Materials Management Program has a broader focus of environmental hazards on all public lands. Additionally, while the AML Program addresses both physical and environmental safety hazards at AML sites, the Hazardous Materials Management Program addresses environmental hazards only, but may support addressing environmental hazards at high-priority AML sites as well.

**Critical Factors**

Critical factors that impact the effectiveness of the program include:

- The need to provide maintenance and monitoring activities at previously remediated sites increases as new cleanup efforts are undertaken and completed;
- There are currently 172 sites on the Environmental Disposal Liability list which require some degree of remediation;
- Urban growth and development is resulting in increased public access to BLM-managed lands. This trend has not only increased the number of illegal dumps on public lands, but has also heightened the need to address contaminated sites rapidly in order to reduce public health and safety hazards. Increased real-estate development and property transfer activities also require environmental site assessments and a cadre of trained and certified BLM environmental professionals; and
- Illegal immigration and smuggling activities along the Arizona, New Mexico and California borders with Mexico cause damage to public lands, including national monuments and designated wilderness areas. Such damage includes unauthorized roads and trails; cut fences; damaged vegetation; contaminated water resources; and large accumulations of solid and hazardous waste.

**Means and Strategies**

The BLM uses the following strategies to operate the program:

- Developing, implementing, and maintaining emergency response contingency plans (i.e., oil and chemical spill);
- Leveraging funding with partners to respond to community needs and concerns;
- Assessing and maintaining BLM facilities to ensure compliance with environmental laws and regulations;
- Searching for parties responsible for contamination on public lands to seek their participation in remediating the site or recover costs;

- Partnering with other environmental protection-related agencies such as the U.S. Fish and Wildlife Service, the Environmental Protection Agency, the U.S. Army Corps of Engineers, and the U.S. Forest Service, as well as with other BLM programs, including the AML, Law Enforcement, and Recreation Programs;
- Partnering with State, law enforcement, and volunteer groups to deter and mitigate damage to public lands along the Southwest border from illegal immigration and smuggling activities;
- Using the Abandoned Mine Site and Cleanup Module database to track and prioritize sites based on the level of risk to human health and the environment; and
- Using the HMM Special Cleanup Fund (SCF) to address the removal and remediation of hazardous substances (solid waste, hazardous waste and hazardous substances). The SCF was created as a mechanism to manage larger, high-risk hazardous material sites not currently eligible for other funding sources.

**Other Funding Sources**

In addition to program funding, the BLM utilizes, in the appropriate circumstances, funding from the Department's Natural Resource Damage Assessment Restoration Fund (NRDAR), and the Department's Central Hazardous Materials Fund (CHF).

The BLM uses the NRDAR Fund to identify damage to natural resources; work with the public and the polluters to plan restoration efforts; seek payment from the polluters for resource restoration costs; and restore or replace resources to pre-contamination conditions. Project scoping and start-up funds may come from Interior. Assessment funds are provided through Interior or negotiated with polluters. Restoration funds come from settlements with polluters, either through negotiations or legal action. Funds from these settlements are then used to restore the damaged resources at no expense to the taxpayer. Settlements often include the recovery of costs incurred in assessing the damages.

The CHF includes appropriated and recovered funds, and supports response actions, remedial investigations, feasibility studies, and cleanup at sites contaminated by hazardous substances. These sites are prioritized based on human health and ecological risk, regulatory factors, and the level of Potentially Responsible Party involvement. Proposals are reviewed and prioritized first by BLM State Offices through a yearly nomination process, and then by Departmental representatives. The BLM currently manages 26 CHF sites. In 2015, the CHF plans to allocate $3.5 million for BLM sites.

## 2016 Program Performance

The program will continue to perform the following activities in fiscal year 2016:

- Complex Contaminated Site Cleanups – Leverage funding with other Federal programs to address cleanups at hazardous waste sites that pose imminent risk to the public;
- Environmental Compliance – Support, with the Engineering and Safety Programs, the performance of Compliance Assessment – Safety, Health, and the Environment (CASHE) audits. In 2016, CASHE audits will be performed at twenty-nine organizational units;
- Illegal Dumping Prevention - Continue prevention efforts by targeting cleanups, outreach, and monitoring to promote safety and mitigate environmental damage;

- Emergency Response - Respond to and clean up oil spills and hazardous materials releases;
- Munitions and Explosives of Concern - Continue collaboration with other Department of the Interior Bureaus, as well as the Department of Defense, in the development of a database that prioritizes, tracks and monitors munitions and explosives of concern, to ensure visitor and employee safety and to ensure the cleanup of military training sites including Formally Used Defense Sites. The BLM is working with the Department to develop geo-spatial tools to augment the relational database. The program will also support the Lands, Realty, and Cadastral Survey Division in documentation of military sites in LR200 and Case Files;
- Special Cleanup Fund - Remove or remediate hazardous materials sites in Alaska, California, Colorado Idaho, New Mexico, Nevada, Montana, and Oregon.
- Environmental Management System - Continue implementation of the EMS in all States and Centers. Provide for 3rd party audits to ensure compliance with Department standards. The Washington Office has implemented an EMS to improve the Bureau's sustainability performance as tracked on the Office of Management and Budget scorecard;
- Sustainability - Continue participation in the Department Technical Working Group in order to meet Department-wide sustainability goals. Also continue participation in the Bureau-wide Technical Working Group to complete the annual Green House Gas (GHG) Inventory. In addition, develop operational controls to enhance environmental performance, including reducing GHG emissions, energy use, and potable water use. Support State BLM projects initiated to meet sustainability targets set for their State operations; and
- Southwest Border Cleanup – Continue to leverage funds and resources with partners to conduct remediation and restoration activities along the Southwest border.

# Transportation and Facilities Maintenance

# Activity: Transportation and Facilities Maintenance

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Annual Maint. & Ops | *$000* | 38,637 | 38,637 | +491 | -686 | +500 | 38,942 | +305 |
| | *FTE* | 248 | 248 | | +0 | +0 | 248 | +0 |
| Def. Maint. & Cap. Improvements | *$000* | 26,995 | 26,995 | +152 | +0 | +4,240 | 31,387 | +4,392 |
| | *FTE* | 43 | 43 | | +0 | +0 | 43 | +0 |
| Total, Transportation & Facilities | *$000* | 65,632 | 65,632 | +643 | -686 | +4,740 | 70,329 | +4,697 |
| | *FTE* | 291 | 291 | | +0 | +0 | 291 | +0 |

The 2016 budget request for Transportation and Facilities Management is $70,329,000 and 291 FTE, and reflects an internal transfer of -$686,000 and program increases totaling +$4,740,000 and 0 FTE from the 2015 enacted level.

## Activity Description

The goals of the Transportation and Facilities Maintenance Programs are to protect employee and visitor safety, resource values, and public investments, as well as to provide facilities management and public lands stewardship. To accomplish this, the BLM focuses on:

- Operating clean, safe, and fully functional facilities at recreation sites;
- Performing annual maintenance on all facilities;
- Conducting comprehensive assessments on the physical condition and regulatory compliance for all facilities;
- Implementing the Five-Year Deferred Maintenance and Capital Improvement Plans;
- Improving capabilities to manage facilities maintenance through development of an automated facility asset management system; and
- Implementing property and asset management planning to accurately inventory and describe assets, establish appropriate levels of investment, and adopt public or commercial benchmarks and best practices.

Within the Transportation and Facilities Maintenance Activity, two subactivities contribute to the stewardship of the BLM facilities:

- Deferred Maintenance and Capital Improvements
- Annual Maintenance and Operational Costs

### Critical Factors

In the contiguous United States, two-thirds of BLM-managed lands are within a one-hour drive of urban areas. As population grows, public use places increasing demands on facilities and resources. Additionally, BLM-managed roads now experience much higher usage rates than when those roads were built, increasing the cost of maintaining them in a safe condition.

**Means and Strategies**

In conducting program work, the BLM adheres to the requirements of Executive Order 13327, "Federal Real Property Asset Management." This includes:

- Using public and commercial benchmarks and best practices;
- Employing life-cycle cost-benefit analysis;
- Providing appropriate levels of investment;
- Accurately inventorying and describing all assets; and
- Providing safe, secure, and productive workplaces.

The BLM uses two industry standard performance measures, the Asset Priority Index and the Facilities Condition Index (FCI), for identifying the condition of constructed assets and targeting assets that can be disposed of or require additional annual maintenance or supplemental funding from deferred maintenance. These measures help identify the condition of constructed assets and determine whether the asset requires additional annual maintenance, funding from deferred maintenance, or if the asset should be disposed. Additional criteria used to prioritize projects are the Scope of Benefits, Investment Strategy, and Consequences of Failure to Act. The 4 criteria put emphasis on projects that:

- Repair the highest priority projects that are in the poorest condition;
- Are clearly aligned with DOI, and bureau initiatives and strategic goals;
- Have a positive return on investment that leverages outside interest and/or reduces operation and maintenance liabilities;
- Have unacceptable risk levels if the project is not completed.

Assessment Process

The BLM conducts baseline condition assessments of recreation sites and administrative sites, including on-site buildings and structures; Maintenance Level 3, 4, and 5 roads, bridges, dams, and major trails. The condition assessment process identifies deferred maintenance needs and determines the current replacement value of constructed assets. Knowing the estimated cost of deferred maintenance and the replacement value of recreation and administrative sites allows the BLM to use the industry standard FCI as a method of measuring the condition and change of condition of facilities.

The FCI is the ratio of accumulated deferred maintenance to the current replacement value (FCI = Deferred Maintenance/Current Replacement Value). It is an indicator of the overall condition of capital assets. The general guideline is that FCI should be below 0.15 for a facility to be considered in acceptable condition. The Facility Asset Management System documents the FCI, and it is a major tool used for management decisions on the disposal of assets.

# Activity: Transportation and Facilities Maintenance Subactivity: Annual Maintenance and Operational Costs

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Annual Maint. & Ops | *$000* | 38,637 | 38,637 | +491 | -686 | +500 | 38,942 | +305 |
| | *FTE* | 248 | 248 | | +0 | +0 | 248 | +0 |

*Note: - The Road Maintenance permanent mandatory appropriation is a collaborative activity of the Annual Maintenance & Operations program accounting for less than $100,000 in available receipts from public domain lands; for more information on road maintenance, see the Oregon and California Grant Lands and Permanent Operating Funds chapters*

| Other Resources Supporting Annual Maint. & Ops: | | | | | |
|---|---|---|---|---|---|
| | | 2014 Actual | 2015 Estimate | 2016 Estimate | Change from 2015 |
| Quarters Maintenance | *$000* | 692 | 669 | 620 | -49 |
| | *FTE* | *1* | *1* | *1* | +0 |

Notes:

*- Quarters Maintenance amounts are shown as new budget authority derived from rent on BLM employee-occupied quarters; Section 320 of the 1985 Interior and Related Appropriations Act (Public Law 98-473) appropriates these funds on a permanent basis. More information on Quarters Maintenance is found in the Permanent Operating Funds chapter.*

*- Amount in 2014 and 2015 for Quarters Maintenance shown net of sequestration*

*- Actual and estimated obligations, by year for Quarters Maintenance are found in President's Budget Appendix under the BLM section.*

## Justification of 2016 Program Changes

The 2016 budget request for the Annual Maintenance program is $38,942,000 and 248 FTE, and reflects an internal transfer of -$686,000 and 0 FTE and a program change of +$500,000 and 0 FTE from the 2015 enacted level.

**Enhance Core Capability (+500,000/+0 FTE) –** The increase will fund additional preventive maintenance on constructed assets supporting administrative, recreational, and infrastructure needs, with an emphasis in areas under greatest pressure from community growth.

**Transfer to National Monuments & National Conservation Areas (NM&NCAs) (-$686,000/0 FTE)** – In 2016, the BLM proposes to transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Of the $5.0 million transfer, $686,000 will be transferred from Annual Maintenance and Operational Costs. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer

units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount this subactivity has contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

### Program Components

The Annual Maintenance Program provides for visitor and employee safety and ensures proper facilities management. Funding provides for emergency, preventive, and cyclical maintenance, and baseline facility condition assessments. The program manages operations, facility services and landscape upkeep in order to maintain BLM facilities in good condition and minimize new deferred maintenance needs.

## 2016 Program Performance

In 2014, the BLM reported 4,747 structures and 793 buildings in the Federal Real Property Profile. These structures consist of dams, bridges, electrical and communication systems, trails, and roads. In 2016, this appropriation would allow the BLM to maintain 89 to 90 percent of facilities at an acceptable level.

# Activity: Transportation and Facilities Maintenance Subactivity: Deferred Maintenance and Capital Improvements

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Def. Maint. & Cap. Improvements | *$000* | 26,995 | 26,995 | +152 | +0 | +4,240 | 31,387 | +4,392 |
| | *FTE* | 43 | 43 | | +0 | +0 | 43 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Deferred Maintenance & Capital Improvements: | ($000) | FTE |
|---|---|---|
| High-Priority Projects | +4,240 | +0 |
| Total | +4,240 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Deferred Maintenance and Capital Improvements Program is $31,387,000 and 43 FTE, a program change of +$4,240,000 and 0 FTE from the 2015 enacted level.

**High-Priority Projects (+$4,240,000/0 FTE) –** The requested increase will support additional facility repair projects that otherwise would not have been funded. Priorities will be identified using the Department's capital investment guidelines. The projects include sustainability upgrades, radio infrastructure, and bridge, dam, and facilities repairs on critical assets.

## Program Overview

### Program Components

The program:

- Improves the overall condition of BLM facilities;
- Renews aging infrastructure;
- Provides professional engineering services;
- Manages environmental and structural risks of facilities;
- Manages corrective actions identified through Compliance Assessment Safety, Health and the Environment Audits;
- Manages corrective actions identified for accessibility provisions;
- Manages corrective actions for improvement of energy savings; and
- Constructs facilities for visitors and employees that comply with Federal requirements.

The program prioritizes health and safety work and mission critical assets, followed by resource protection, energy and sustainability, and code compliance. This includes replacing and reconstructing existing roads, trails, bridges, recreation and administrative facilities, and buildings.

Energy conservation and sustainability are primary considerations for all new projects. Projects incorporate the Federal Five Guiding Principles and follow the BLM's Sustainable Buildings Implementation Plan to reduce operational costs, improve energy efficiency, and conserve water.[6] Funding is specifically targeted to assess a building's sustainability performance and to make improvements on the identified deficiencies. The BLM priority is to make every building as sustainable and energy efficient as possible. The planning of all the BLM's Deferred Maintenance projects includes consideration of the possible effects climate change may have on the future operations of its facilities. The sites are assessed to determine if design or site adjustments need to be incorporated to account for possible climate change effects.

The BLM Asset Management Plan prioritizes funding to the highest priority assets and plans the disposal of unneeded assets to attain a portfolio of constructed assets in good physical and functional condition, aligned with current and projected requirements.

In an effort to control costs and save future operational maintenance funding, every project is assessed to determine if space can be economized and unneeded facilities can be disposed. The BLM is targeting three percent of its total budget to dispose of unneeded assets and to align to a more efficient portfolio. Every new building project considers alternatives to consolidate current operations and space to gain the best efficiencies and monetary savings.

The BLM categorizes deferred maintenance needs identified through condition assessments and other inspections into specific projects which are proposed in the Five-Year Deferred Maintenance and Capital Improvement Plan. To manage these projects, the BLM observes the following guidelines:

- For projects with estimated costs of $10 million or more, the program schedules one year for project planning, one year for design, and no more than two years for construction.
- For projects with estimated costs between $2 million and $10 million, the program schedules one year for project planning and design, and no more than two years for construction.
- For projects with estimated costs below $2 million, the program schedules one year for planning and design and one year for construction.

The Five Year Deferred Maintenance and Capital Improvement Plan is updated annually using the Department of Interior's planning guidance through the budget document Attachment G. Attachment G uses 4 categories in assessing a projects funding priority. Ultimately, Attachment G prioritizes a project using its condition and mission priority, those highest priority buildings in the worst condition are the highest priority for funding. In recent years, the BLM expanded planning for each new project to include the impacts of expected life cycle costs on BLM's total budget. Project submissions include the estimated operation expenses, energy cost saving and sustainability actions, and the improvement in facility condition as a result of the project.

[6] This policy is supported by the provisions of the Energy Policy Act of 2005 (EPACT 2005), Energy Independence and Security Act of 2007 (EISA) and the goals of Executive Orders 13123 and 13514

## 2016 Program Performance

In 2016, the planned accomplishments in the Deferred Maintenance and Capital Improvements Program include 69 deferred maintenance projects and nine disposal projects. The deferred maintenance projects include corrective actions, sustainability improvements and accessibility projects. The planned projects in 2016 will consolidate operations and dispose of unneeded assets in the Eastern States office, target mission critical assets in dire need of repair and improve the condition of a number of bridges, recreation sites, and administrative sites that require maintenance requirements.

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# National Conservation Lands

# Activity: National Conservation Lands
# Subactivity: National Monuments and National Conservation Areas

| | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|
| | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| NMs & NCAs | | | | | | | |
| *$000* | 31,819 | 31,819 | +461 | +5,009 | +11,181 | 48,470 | +16,651 |
| *FTE* | 241 | 241 | | +0 | +20 | 261 | +20 |

| Summary of 2016 Program Changes/Internal Transfers for NMs & NCAs: | ($000) | FTE |
|---|---|---|
| Secretary's Conservation Vision for Excellence | +11,181 | +20 |
| Internal Transfer from other MLR subactivities | +5,009 | +0 |
| Total | +16,190 | +20 |

## Justification of 2016 Program Changes

The 2016 budget request for the National Monuments and National Conservation Areas (NMs and NCAs) subactivity is $48,470,000 and 261 FTE. This reflects a program increase of +$11,181,000 and +20 FTE and an internal transfer of +$5,009,000 and 0 FTE from the 2015 enacted level.

**America's Great Outdoors (+$11,181,000/+20 FTE) –** The National Conservation Lands comprise 30 million acres of the most ecologically rich and culturally significant of lands managed by the Bureau of Land Management. Our nation's newest collection of protected public lands—standing in stature with our National Parks, National Forests and National Wildlife Refuges-National Conservation Lands are part of an active, vibrant landscape where people live, work and play. They are the mountains, hills and trails where people enjoy the outdoors, exercise and spend time with family and friends. American history is created within the National Conservation Lands with unique cultural, ecological and scientific values. These are places that spark the imagination. Their spacious beauty has drawn people to the West for generations. These landscapes of the American spirit represent an opportunity to leave something for the future that transcends Administrations and will span generations.

Eleven new National Conservation Lands units have been designated during the current Administration; the latest and boldest is the 500,000-acre Organ Mountains-Desert Peaks National Monument in southern New Mexico. The Organ Mountains-Desert Peaks area is important for its ruggedly beautiful landscape and the significant scientific, historic, and prehistoric resources found there. The abundant resources testify to over 10,000 years of vibrant and diverse human history of many peoples. The protection of the Organ Mountains-Desert Peaks area will preserve its cultural, prehistoric, and historic legacy and maintain its diverse array of natural and scientific resources, ensuring that the prehistoric, historic, and scientific values of this area remain for the benefit of all Americans. Continuing this legacy and commitment to conservation requires higher levels of support than the 2015 enacted appropriation. The 2016 budget request supports the advancement of the President's conservation initiative to reconnect Americans to the great outdoors and ensure that public lands reflect the diversity of our country and America's rich history of leadership.

The 2016 budget request includes an increase of $11.2 million to support critical resource protection and maintenance work on the National Conservation Lands. Efforts to be undertaken will include eradicating invasive plants that jeopardize native species and contribute to unnatural, increasingly difficult-to-manage fire regimes; protecting equipment investments from weather; conducting inventories of the world-class and often endemic resources, objects, and values for which each NM&NCA was designated; and implementing resource, science and travel management plans. The BLM will also address additional maintenance needs, such as signs and kiosks, campground benches, larger trash dumpsters, bathroom facilities, and new access-point facilities needed to ensure the public health and safety of visitor centers. Funding to the visitor centers will accommodate public demand for increased hours of operation, program offerings and greater capacity on National Conservation Lands.

The increase also supports critical staff positions, including dedicated managers, essential resources specialists, outdoor recreation planners, partnership/volunteer/youth coordinators, law enforcement, and seasonal park and river rangers needed to staff visitor centers and manage the unique values of the units. Funds will allow the program to support geographical information systems technicians to implement the Director's recreation mapping project in the States that will support the Secretary's youth initiative and implement priority restoration work.

**Transfer to National Conservation Lands (+$5,009,000/+0 FTE) -** In 2016, the BLM will transfer a total of $5.0 million from various MLR subactivities to the National Conservation Lands. Since its creation in 2009, the BLM has not had the financial resources to undertake a systemic effort to incorporate newer units into its funding structure. This transfer will create consistency, clarity and a common approach to funding recurring labor and operational costs across the units of the National Conservation Lands. The transfer amount represents the amount these other MLR subactivities have contributed to the operations of the National Conservation Lands in recent years.

## Program Overview

This program encompasses the BLM's 20 NMs, 16 NCAs, three Outstanding Natural Areas, one Cooperative Management and Protection Area, and one Forest Reserve. The BLM's NMs and NCAs are primarily managed to conserve, protect, restore, and enhance America's national heritage. These 9.2 million acres of public lands are often referred to as the crown jewels of the BLM.

The program is unique in its management of areas established by Congress or Presidential proclamation for conservation purposes because it is managed under the principles of multiple-use and sustained yield. Traditional activities such as hunting, livestock grazing, and Native American cultural and religious uses continue throughout many of these landscapes. Oil and gas development also continues on some of these public lands where valid rights existed prior to their designation. This multiple-use approach honors the essential role these working landscapes have played in molding the history, culture, and economy of the western U.S.

These special places span the breadth of BLM-managed public lands and include such diverse lands as the 1.2 million-acre Steese NCA, which protects two of Alaska's most important caribou herds; America's first NCA—King Range National Conservation Area, designated in 1970 along California's Lost Coast; Jupiter Inlet Lighthouse Outstanding Natural Area on the Atlantic coast of Florida; and Colorado's Canyons of the Ancients NM which protects the

greatest known density of First American archeological sites in the United States, including cliff dwellings, villages, kivas, shrines, agricultural fields, and rock art, some of which are over 10,000 years old.

### Connecting People to the Land

Because more than 64 million people live within 100 miles of BLM-managed lands in the West, and the elevated profile of public lands designated as NMs and NCAs, regional, national, and international visitors are attracted to the National Conservation Lands. Consequently, more people recreate on public lands than ever. The high level of visitation presents the BLM with the challenge of providing more intensive recreation management and law enforcement to ensure visitors have high-quality, diverse, self-directed recreation opportunities. For example, in Nevada, over 1.5 million people visit Red Rock Canyon NCA every year.

### Engaging the Next Generation

Grand Staircase Escalante NM, Utah

The Department of the Interior is engaging the next generation through the Play, Learn, Serve, and Work Initiative. Consistent with this initiative, the program engages, educates, and employs youths, veterans, and military families. At the Grand Staircase-Escalante NM in southern Utah, a native plant restoration project is an innovative and highly regarded partnership that effectively connects youth to the great outdoors through habitat restoration.

The BLM worked with the monument's friends group to engage over 100 students from the nearby Kanab High School in seed collection and propagation, invasive plant species removal, and planting the drought-tolerant native plant seedlings they had grown to restore wildlife habitat. This partnership offers hands-on experiences in the natural sciences to students. The BLM engages in over 50 similar partnerships that work to support the NMs and NCAs.

### Advancing Scientific Knowledge

The NMs and NCAs serve as long-term reserves within an ecological landscape for vulnerable native plant and animal populations. Scientific data on the conditions, trends, and relationships of these resources are critical for managers when determining how to successfully adapt management to address land health stressors, such as climate change, changing fire regimes, the spread of invasive and exotic species, and human population growth.

Grand Gulch Wilderness Study Area, Utah

## Creating Economic Opportunities

Communities surrounding the units of the National Conservation Lands derive significant economic benefits through tourism. The BLM, in cooperation with local communities, supports the creation of recreation and visitor facilities in nearby gateway communities rather than building extensive facilities within the National Conservation Lands.

Organ Mountains-Desert Peaks NM, New Mexico

In addition to the revenue generated by tourism, the National Conservation Lands also provide revenue from energy development as well as traditional uses such as ranching and mineral extraction. Las Cienegas NCA's relationship with grazing spans generations. The BLM continues to work with ranchers and permittees to enhance grazing practices and protect natural resources in this spectacular part of Southern Arizona. In Colorado, over 80 percent of the Canyons of the Ancients NM are leased for oil and gas development. Canyons of the Ancients NM continues to lead the way in development and implementation of best practices to balance protection of Native American cultural resources and extraction of gas from one of most highly-concentrated carbon dioxide fields in the Nation.

| National Monuments & National Conservation Areas<br>Funding By BLM State Office | | | |
|---|---|---|---|
| BLM State Office | 2014 Actual | 2015 Enacted | 2016 Request |
| Alaska | 450 | 450 | 655 |
| Arizona | 6,500 | 6,500 | 8,525 |
| California | 4,925 | 4,925 | 7,216 |
| Colorado | 3,200 | 3,200 | 4,977 |
| Eastern States | 150 | 150 | 513 |
| Idaho | 2,380 | 2,380 | 2,975 |
| Montana/Dakotas | 1,550 | 1,550 | 2,090 |
| New Mexico | 1,042 | 1,042 | 4,427 |
| Nevada | 1,275 | 1,275 | 3,025 |
| Oregon/Washington | 1,475 | 1,475 | 2,765 |
| Utah | 5,950 | 5,950 | 7,768 |
| *Subtotal, State Allocations* | *28,897* | *28,897* | *44,936* |
| National Level Program Support† | 2,922 | 2,922 | 3,534 |
| **Total** | **31,819** | **31,819** | **48,470** |

*Note: 2014 and 2015 State Office amounts include funds allocated to units for high priority projects*

*†Includes funds supporting Washington Office, National Operations Center, National Training Center, Bureau-Wide Administrative Support, and Fixed Costs Changes to be allocated*

*‡Funds supporting to high priority projects needs as determined by an annual work plan process*

## 2016 PROGRAM PERFORMANCE

The program instituted a new bureau-wide performance measure in 2014: "Percent of designated Monuments and NCAs inventoried for the resources, objects, and values for which they were designated." The BLM began data collection in fiscal year 2014, focusing on collecting baseline data for all NMs and NCAs.

The program will focus on managing NMs and NCAs as an integral part of the BLM's multiple-use and sustained-yield mission, including by showcasing the accomplishments of BLM programs such as rangeland resources management, natural gas development, and recreation. Key accomplishments planned in 2016 include:

- Implementing completed land use plans for NMs and NCAs designated in the Omnibus Public Land Management Act of 2009, as required by law.
- Conducting inventories for the presence of the unique resources, objects, and values for which NMs and NCAs were designated.
- Developing science plans for NMs and NCAs to provide a foundation for decision-making.

- Using NMs and NCAs as outdoor laboratories for new, innovative management practices, including the use of livestock grazing to manage both invasive and special status plants, and adaptive management.
- Eradicating and controlling invasive plants, conducting vegetation treatments, removing decommissioned roads, restoring healthy ecosystem function, and promoting habitat connectivity and landscape-scale ecological sustainability.
- Providing resource protection and public safety.
- Engaging communities to provide sustainable recreational experiences to visitors, which benefits local economies.
- Fostering partnerships, including with Friends groups, for NMs and NCAs.
- Expanding volunteer opportunities to permit more important contributions that volunteers make to NMs and NCAs.
- Providing highly regarded education and interpretation to the public.
- Recruiting and retaining youth for employment in conservation.

# Challenge Cost Share

# Activity: Challenge Cost Share

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Challenge Cost Share | *$000* | 2,413 | 2,413 | +3 | +0 | +10,000 | 12,416 | +10,003 |
| | *FTE* | 5 | 5 | | +0 | +0 | 5 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Challenge Cost Share: | ($000) | FTE |
|---|---|---|
| Climate Resilient Landscapes | +10,000 | +0 |
| Total | +10,000 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Challenge Cost Share Program is $12,416,000 and 5 FTE, a program change of +$10,000,000 and 0 FTE from the 2015 enacted level.

**Climate Resilient Landscapes (+$10,000,000/0 FTE)** - The increase of $10.0 million in Challenge Cost Share funds will be used to expand collaborative partnerships and projects that address the adverse impacts of climate change on public resources. The BLM will prioritize projects using criteria developed in coordination with the U.S. Fish and Wildlife Service and National Park Service to conserve and restore the most vulnerable lands. Projects will invest in heritage resources, fish, wildlife and plants, and recreation lands that can recover quickly from disturbance change. The BLM will use novel, cost-effective methods maximizing the return on investment.

## Program Overview

### Program Components

The Challenge Cost Share (CCS) Program allows the BLM to partner with local organizations to meet Administration priorities for on-the-ground habitat, recreation and cultural resource work. The BLM leverages CCS funds with partners' monies or other in-kind contributions, at a minimum 1:1 rate. When appropriate, CCS funds are focused in high priority areas and aligned with other BLM funding. Some very successful projects have recently combined upwards of $6.00 in partner contributions for every $1.00 of CCS funds.

BLM partners represent a broad spectrum of organizations that work to conserve public lands, enrich the public's outdoor experience, and invite rural and urban residents to explore America's Great Outdoors. These organizations care about the health of local communities, recreation and tourism, cultural heritage, forestry, oil and gas drilling, minerals and mining, livestock grazing, scientific research, wildlife, interpretation and environmental education. BLM partners include:

- Federal, State and municipal agencies;
- Recreation and social groups;
- Non-profit organizations;
- School districts, colleges, and universities;
- Special interest groups;
- National advocacy groups;

- Industry, private corporations and local businesses; and
- The Girl Scouts of the USA and the Boy Scouts of America.
-

**Critical Factors**

Partnerships, through programs such as CCS, are vital to the Bureau's success. The BLM's commitment to and involvement with local communities is the key to reach stakeholders and youth. In turn, these successful relationships are an effective way to complete the following strategic work:

- Survey, monitor and inventory resources;
- Restore public land health;
- Support threatened and endangered species management;
- Enhance recreational experiences;
- Manage off-highway-vehicle use;
- Provide visitor services and facilities;
- Conduct public outreach and education projects;
- Support emerging partnership development; and
- Increase the capacity of partners to secure more resources and accomplish more on-the-ground work.

**Means and Strategies**

Individual CCS projects are prioritized and selected at the local and State level by an interdisciplinary team of BLM State and field office personnel. That prioritized list is then forwarded to the National CCS Team. The National CCS Team evaluates the merit of projects and approves them, in coordination with BLM State office program leads. Project selection criteria include the project's ability to:

- Focus funding in priority areas such as units of the National Conservation Lands and Healthy Landscape focal areas;
- Provide multiple program benefits;
- Restore or sustain BLM land health by accomplishing on-the-ground work that focuses on important habitats;
- Protect cultural and heritage resources and meet public demand for diverse recreational opportunities; and
- Sustain multiple valued and beneficial partnerships.

## 2016 Program Performance

The BLM has identified national priorities and required State and field offices to submit projects that meet these criteria. The National CCS Team will select the projects using the process described above. Selecting and implementing projects that increase the resilience of BLM lands and resources to climate change will be a major focus of the CCS Program in 2016. The additional $10.0 requested in CCS, combined with the leveraging effect of working with partners, will supplement ongoing BLM efforts to incorporate resilience into land management programs and activities.

By leveraging funding from a variety of stakeholders, the CCS Program contributes to multiple program subactivities with over 120 program elements. Its accomplishments encompass a wide variety of work activities which assess, treat, and monitor BLM lands.

# Workforce and Organizational Support

# Activity: Workforce and Organizational Support

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Administrative Support | *$000* | 47,127 | 47,127 | +540 | +0 | +3,275 | 50,942 | +3,815 |
| | *FTE* | 287 | 287 | | +0 | +0 | 287 | +0 |
| Bureauwide Fixed Costs | *$000* | 92,901 | 91,010 | +2,635 | +0 | +0 | 93,645 | +2,635 |
| | *FTE* | 0 | 0 | | +0 | +0 | 0 | +0 |
| IT Management | *$000* | 25,696 | 25,696 | +262 | +0 | +0 | 25,958 | +262 |
| | *FTE* | 97 | 97 | | +0 | +0 | 97 | +0 |
| Total, Workforce & Organizational Support | *$000* | 165,724 | 163,833 | +12,331 | +0 | +3,275 | 170,545 | +6,712 |
| | *FTE* | 384 | 384 | | +0 | +0 | 384 | +0 |

The 2016 budget request for Workforce and Organizational Support is $170,545,000 and 384 FTE, a program increase of +$3,275,000 and 0 FTE over the 2015 enacted level.

## Activity Description

Workforce and Organizational Support funds services related to general-use automated systems and specified business practices not directly tied to a specific program output, such as human resources management, equal employment opportunity, financial management, property and acquisition management, and information technology management.

**Estimated Workforce and Organizational Support Costs –** Section 403 of Division F of the 2015 Consolidated Appropriations Act (P.L. 113-235) requires that the "amount and basis of estimated overhead charges, deductions, reserves or holdbacks, including working capital fund and cost pool charges, from programs, projects, activities, and subactivities to support government-wide, departmental, agency, or bureau administrative functions or headquarters, regional, or central operations" be presented in annual budget justifications and subject to approval by the Committees on Appropriations of the House of Representatives and the Senate.

| **Administrative Costs (Section 403)†** | | | | |
|---|---|---|---|---|
| ***$000*** | **2014 Actual** | **2015 Enacted** | **Requested Amount** | **Change from 2015** |
| Administrative Support | 47,127 | 47,127 | 50,942 | +3,815 |
| Bureauwide Fixed Costs | 92,901 | 91,010 | 93,645 | +2,635 |
| IT Management | 25,696 | 25,696 | 25,958 | +262 |
| **Subtotal, Direct Appropriations** | **165,724** | **163,833** | **170,545** | **+6,712** |
| | | | | |
| **National Assessments** | 37,168 | 35,477 | 34,009 | -1,468 |
| **State/Regional Assessments** | 113,415 | 115,116 | 116,843 | +1,727 |
| **Subtotal, Assessments** | **150,583** | **150,593** | **150,852** | **+259** |
| | | | | |
| **Total, Administrative Costs (Sec. 404)** | **316,307** | **314,426** | **321,397** | **+6,971** |

†*Shown as estimated amounts for fiscal years 2014 and 2015*

The BLM funds the costs described in Section 403 through a combination of direct appropriations in this activity (Workforce and Organizational Support) and program assessments. For 2016, the BLM estimates these requirements will be approximately $321.4 million, a $7.0 million increase from the estimate for 2015, as shown in the table above.

Direct Appropriations – In 2016, the BLM requests $170.5 in direct appropriations for activities described in Section 403 in three subactivities: Administrative Support, Bureauwide Fixed Costs and Information Technology Management. This provides approximately 53 percent of the funding necessary to maintain these functions.

Program Assessments – In addition to direct appropriations, and in order to provide the level of funding needed to support operations, the BLM assesses its programs at both the national and State-office levels. These assessments provide about 47 percent of the BLM's total Section 403 costs. The estimated program assessments in 2016 are $150.9 million. These program assessments are conducted with the oversight and administrative management of the BLM Director, Executive Leadership Team, and Information Technology Investment Board.

- *National Assessments* pay for administrative support, Bureauwide program activities, and information technology programs, many of which are mandated and/or fixed costs assessed by the Department through the DOI Working Capital Fund. These initiatives benefit all programs or all employees, and cannot be identified as benefiting any one program. National program assessments are prorated to program areas based upon funding levels and include approximately $1.0 million for the Bureau's Priority Fund, which is used to assist field offices and programs with high-priority, unplanned or unfunded needs which arise during the fiscal year.
- *State (Regional) Assessments* pay costs at the State level that are not identifiable to a specific program output. In this way, for example, all programs within a State fund support services staff salaries. These costs are prorated to program areas based upon funding levels, historical costs and FTE usage.

**DOI Working Capital Fund –** The Department of the Interior (DOI) manages a Departmental Working Capital Fund (WCF) to provide services to the BLM and other DOI bureaus and offices. The BLM pays for these services with a combination of direct appropriations and program assessments. Program assessments are typically used for services that benefit the entire organization and support the DOI Strategic Plan, BLM focus areas, and DOI requirements. Many of these services are standard and reoccur on an annual basis, but some are fee-for-service based. The DOI and BLM have reimbursable service agreements for these services. The detailed tables that follow show the BLM's portion of Departmental WCF fees for services, both centrally billed and direct billed, for 2014 through 2016.

**WORKING CAPITAL FUND REVENUE - Centralized Billing**
**FY 2016 President's Budget**
**BUREAU OF LAND MANAGEMENT**
**($ in thousands)**

| Activity/Office | 2014 Revised | 2015 Pres Budget | 2015 Revised | 2016 Estimate |
|---|---|---|---|---|
| FBMS Infrastructure Hosting & Support | 0.0 | 2,225.2 | 2,203.2 | 2,181.0 |
| FBMS Hosting / Applications Management | 294.6 | 0.0 | 0.0 | 0.0 |
| FBMS Master Data Systems & Hosting | 147.1 | 0.0 | 0.0 | 0.0 |
| FBMS Redirect - IDEAS | 498.9 | 0.0 | 0.0 | |
| FBMS Redirect - FFS | 1,435.4 | 0.0 | 0.0 | 0.0 |
| FBMS Master Data Management | 0.0 | 182.6 | 180.0 | 0.0 |
| FBMS Business Integration Office | 2,375.9 | 2,407.9 | 2,383.2 | 2,181.0 |
| Aviation Management | 2,599.7 | 2,879.8 | 2,879.8 | 3,470.9 |
| Office of Aviation Services | 2,599.7 | 2,879.8 | 2,879.8 | 3,470.9 |
| Mail and Messenger Services | 29.5 | 54.9 | 54.9 | 53.3 |
| Safety, Environmental, and Health Services | 15.7 | 29.2 | 29.2 | 28.3 |
| Shipping/Receiving & Moving Services | 9.2 | 17.3 | 17.3 | 17.6 |
| Vehicle Fleet | 2.1 | 2.1 | 2.1 | 2.6 |
| Personal Property Accountability Services (formerly Property | 13.1 | 24.3 | 24.3 | 21.8 |
| Interior Complex Management & Svcs | 13.9 | 26.0 | 26.0 | 19.9 |
| Departmental Library | 210.0 | 211.6 | 211.6 | 184.9 |
| Mail Policy | 44.0 | 44.2 | 44.2 | 38.6 |
| Conference and Special Events Services | 22.1 | 41.0 | 41.0 | 40.5 |
| Space Management Services | 7.6 | 14.2 | 14.2 | 12.6 |
| Office of Facilities & Administrative Services | 367.2 | 464.8 | 464.8 | 420.1 |
| Valuation Services | 40.0 | 40.0 | 62.6 | 82.1 |
| Office of Valuation Services | 40.0 | 40.0 | 62.6 | 82.1 |
| **Subtotal OS Shared Services** | 5,382.8 | 5,792.4 | 5,790.3 | 6,154.2 |
| Indian Water Rights Office | 86.6 | 86.8 | 86.8 | 69.4 |
| Secretary's Immediate Office | 86.6 | 86.8 | 86.8 | 69.4 |
| Document Management Unit | 15.7 | 191.5 | 213.3 | 63.8 |
| FOIA Tracking & Reporting System | 281.2 | 258.2 | 275.6 | 261.0 |
| Office of the Executive Secretariat | 296.9 | 449.7 | 488.9 | 324.8 |
| Alaska Affairs Office | 226.4 | 227.5 | 227.5 | 230.2 |
| Alaska Resources Library and Information Services | 538.4 | 538.4 | 538.4 | 538.6 |
| Secretary's Immediate Office | 764.8 | 766.0 | 765.9 | 768.8 |
| Departmental News and Information | 129.6 | 129.0 | 129.0 | 176.6 |
| Office of Communications | 129.6 | 129.0 | 129.0 | 176.6 |
| Departmental Museum | 153.3 | 152.5 | 139.2 | 167.9 |
| Secretary's Immediate Office | 153.3 | 152.5 | 139.2 | 167.9 |
| Asbestos-Related Cleanup Cost Liabilities | 3.0 | 3.0 | 3.0 | 3.0 |
| FedCenter | 1.9 | 1.9 | 1.9 | 1.9 |
| Compliance Support ESF-11/ESF-11 Website | 16.4 | 16.4 | 16.4 | 16.4 |
| Office of Environmental Policy and Compliance | 21.3 | 21.3 | 21.3 | 21.3 |
| Invasive Species Council | 210.7 | 211.4 | 214.4 | 216.4 |
| Land and Water Settlements | 101.0 | 101.4 | 101.4 | 102.3 |
| Invasive Species Coordinator | 38.6 | 38.8 | 38.8 | 39.2 |

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**WORKING CAPITAL FUND REVENUE - Centralized Billing**
**FY 2016 President's Budget**
**BUREAU OF LAND MANAGEMENT**
**($ in thousands)**

| Activity/Office | 2014 Revised | 2015 Pres Budget | 2015 Revised | 2016 Estimate |
|---|---|---|---|---|
| Office of Policy Analysis | 350.2 | 351.6 | 354.6 | 357.9 |
| Passport and Visa Services | 27.3 | 21.3 | 21.3 | 22.4 |
| International Affairs Office | 27.3 | 21.3 | 21.3 | 22.4 |
| CPIC | 38.8 | 37.8 | 37.8 | 34.5 |
| Office of Budget | 38.8 | 37.8 | 37.8 | 34.5 |
| Financial Statement, Internal Controls & Performance Report | 101.9 | 70.8 | 70.8 | 95.7 |
| Travel Management Center | 29.8 | 33.3 | 33.3 | 30.0 |
| e-Travel | 257.4 | 192.4 | 192.4 | 163.8 |
| Office of Financial Management | 389.1 | 296.6 | 296.6 | 289.5 |
| Interior Collections Management System | 47.2 | 47.2 | 47.2 | 47.2 |
| Space Management Initiative | 50.7 | 50.5 | 50.5 | 51.3 |
| Renewable Energy Certificates | 2.5 | 7.6 | 7.6 | 42.1 |
| Facility Maintenance Management System | 51.1 | 51.3 | 51.3 | 51.8 |
| DOT Relocation Technical Assistance | 7.1 | 7.1 | 7.1 | 7.1 |
| Interior Asset Disposal System O&M | 0.0 | 5.1 | 5.1 | 5.1 |
| Office of Property and Acquisition Management | 158.6 | 168.8 | 168.8 | 204.5 |
| Planning and Performance Management | 168.0 | 167.5 | 167.5 | 171.3 |
| Office of Planning and Performance Management | 168.0 | 167.5 | 167.5 | 171.3 |
| Firefighter and Law Enforcement Retirement Team | 94.9 | 91.8 | 81.0 | 76.5 |
| Department-wide Worker's Compensation Program Coordination | 91.4 | 91.7 | 82.3 | 80.0 |
| OPM Federal Employment Services | 58.0 | 55.2 | 53.1 | 53.6 |
| Accessibility and Special Hiring Programs (Formerly ATC) | 88.2 | 87.9 | 87.9 | 88.4 |
| Human Resources Accountability Team | 90.4 | 93.2 | 93.2 | 94.6 |
| Employee and Labor Relations Tracking System | 4.7 | 4.7 | 4.7 | 4.7 |
| Consolidated Employee Assistance Program | 0.0 | 109.9 | 109.9 | 105.2 |
| Office of Human Resources | 427.7 | 534.4 | 512.1 | 503.0 |
| EEO Complaints Tracking System | 6.7 | 5.3 | 5.3 | 5.1 |
| Special Emphasis Program | 5.8 | 5.7 | 5.7 | 5.7 |
| Office of Civil Rights | 12.5 | 11.1 | 11.1 | 10.8 |
| Occupational Safety and Health | 216.7 | 215.8 | 215.8 | 218.7 |
| Safety Management Information System | 173.9 | 173.1 | 173.1 | 175.1 |
| Office of Occupational Health and Safety | 390.6 | 388.9 | 388.9 | 393.8 |
| Leadership Development Programs | 133.4 | 133.2 | 133.2 | 137.0 |
| Dept-Wide Training Programs (including Online Learning) | 375.6 | 319.5 | 319.5 | 318.1 |
| Learning & Performance Center Management | 100.7 | 123.8 | 123.8 | 124.1 |
| DOIU Management | 94.3 | 93.9 | 93.9 | 95.2 |
| DOI University | 703.9 | 670.4 | 670.4 | 674.3 |
| Security (Classified Information Facility) | 69.6 | 69.4 | 69.4 | 74.6 |
| Law Enforcement Coordination | 93.4 | 93.2 | 98.2 | 100.1 |
| Security (MIB/SIB Complex) | 112.7 | 207.5 | 207.5 | 216.7 |
| Victim Witness Coordinator | 26.5 | 26.4 | 26.4 | 26.9 |
| OLES Detailees - Training and Compliance | 0.0 | | 107.2 | 107.2 |

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**WORKING CAPITAL FUND REVENUE - Centralized Billing**
**FY 2016 President's Budget**
**BUREAU OF LAND MANAGEMENT**
**($ in thousands)**

| Activity/Office | 2014 Revised | 2015 Pres Budget | 2015 Revised | 2016 Estimate |
|---|---|---|---|---|
| Office of Law Enforcement and Security | 302.2 | 396.4 | 508.6 | 525.6 |
| Interior Operations Center | 303.8 | 311.3 | 311.3 | 316.9 |
| Emergency Preparedness (COOP) | 152.9 | 151.9 | 133.5 | 135.3 |
| Emergency Response | 150.5 | 150.1 | 168.5 | 171.4 |
| MIB Emergency Health and Safety | 2.6 | 4.8 | 4.8 | 5.1 |
| Federal Executive Board | 37.6 | 37.5 | 37.5 | 39.6 |
| Office of Emergency Management | 647.4 | 655.6 | 655.6 | 668.2 |
| Alternative Dispute Resolution (ADR) Training | 7.1 | 7.1 | 7.1 | 7.1 |
| Collaborative Action and Dispute Resolution | 7.1 | 7.1 | 7.1 | 7.1 |
| Conservation and Educational Partnerships | 43.3 | 43.1 | 43.1 | 43.5 |
| Office of Human Resources | 43.3 | 43.1 | 43.1 | 43.5 |
| Cooperative Ecosystem Study Units | 48.4 | 48.4 | 48.4 | 48.5 |
| CFO Financial Statement Audit | 755.4 | 731.8 | 731.8 | 665.0 |
| Department-wide Activities | 803.8 | 780.2 | 780.2 | 713.5 |
| Ethics | 75.4 | 74.9 | 74.9 | 75.6 |
| FOIA Appeals | 98.4 | 98.4 | 98.4 | 98.8 |
| Office of the Solicitor | 173.8 | 173.3 | 173.3 | 174.4 |
| **Subtotal OS Activities** | 6,096.7 | 6,309.3 | 6,428.1 | 6,323.1 |
| IT Transformation Planning (ITT) | 602.5 | 717.0 | 717.0 | 600.5 |
| Office of the Chief Information Officer | 602.5 | 717.0 | 717.0 | 600.5 |
| Enterprise Directory Services (formerly Active Directory) | 315.4 | 272.8 | 272.8 | 488.2 |
| IT Asset Management | 133.6 | 104.7 | 104.7 | 120.7 |
| IOS Collaboration | 137.3 | 133.6 | 133.6 | 165.2 |
| Unified Messaging | 108.8 | 115.9 | 115.9 | 160.5 |
| ITD Desktop Services | 16.9 | 0.0 | 0.0 | |
| Office of IT Service Delivery - End User Services | 712.0 | 626.9 | 626.9 | 934.6 |
| Privacy and Civil Liberties | 117.0 | 90.4 | 90.4 | 90.8 |
| Identity Credential Access Management (ICAM) | 180.1 | 175.2 | 175.2 | 175.1 |
| Threat Management | 345.6 | 483.2 | 483.2 | 841.7 |
| Information Systems Sercuity Operatons (ISSO) (Formerly ITD ISSO | 444.0 | 444.0 | 444.0 | 17.7 |
| ITD PPCD Privacy Records | 59.0 | 59.0 | 59.0 | |
| Office of Information Assurance (OIA) (formerly Information | 95.6 | 75.3 | 75.3 | 55.8 |
| Assessment & Authorization Services | 32.6 | 25.7 | 25.7 | 20.8 |
| IT Security | 44.7 | 34.6 | 34.6 | 28.4 |
| Enterprise Continuous Diagnostics and Monitoring | 0.0 | 164.8 | 164.8 | 150.3 |
| Enterprise Security Information & Event Mgmt Solution (SIEM) | 0.0 | 356.6 | 356.6 | 325.1 |
| Office of Information Assurance | 1,318.6 | 1,908.7 | 1,908.7 | 1,705.6 |
| Hosting Services (formerly Hosting/Cloud Services) | 47.4 | 53.7 | 53.7 | 106.9 |
| Office of IT Service Delivery - Hosting Services | 47.4 | 53.7 | 53.7 | 106.9 |
| Electronic Records Management (inc. e-Forms) | 265.0 | 278.2 | 278.2 | 392.5 |
| Solutions, Design and Innovation (SDI) | 59.1 | 58.8 | 58.8 | 160.2 |
| Geospatial Services | 0.0 | | 0.0 | 34.4 |

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**WORKING CAPITAL FUND REVENUE - Centralized Billing**
**FY 2016 President's Budget**
**BUREAU OF LAND MANAGEMENT**
**($ in thousands)**

| Activity/Office | 2014 Revised | 2015 Pres Budget | 2015 Revised | 2016 Estimate |
|---|---|---|---|---|
| Office of Information and Technology Management | 324.1 | 337.0 | 337.0 | 587.2 |
| Enterprise Services Network | 2,448.3 | 1,000.7 | 1,000.7 | 1,021.7 |
| Frequency Management Support | 141.4 | 163.6 | 147.7 | 128.1 |
| NTIA Spectrum Management | 264.3 | 257.6 | 257.6 | 214.7 |
| Radio Program Management Office | 150.3 | 154.6 | 154.6 | 140.7 |
| Federal Relay Service | 5.4 | 8.4 | 8.4 | 35.7 |
| ITD MIB Data Networking | 8.2 | 8.2 | 8.2 | 17.2 |
| ITD Telecommunication Services | 18.8 | 18.8 | 18.8 | 43.9 |
| ITD Integrated Digital Voice Communications System | 33.8 | 33.8 | 33.8 | 36.5 |
| Enterprise Services Network - Central Bill Pass Throughs | 0.0 | 1,487.8 | 1,487.8 | 1,987.5 |
| Office of IT Service Delivery - Telecommunications Services | 3,070.5 | 3,133.5 | 3,117.6 | 3,626.1 |
| FBMS Help Desk - Customer Support Center | 544.1 | 0.0 | 0.0 | |
| Enterprise Service Desk | 0.0 | | 0.0 | 119.9 |
| Office of IT Service Delivery - Customer Support Services | 544.1 | 0.0 | 0.0 | 119.9 |
| Enterprise Resource Management | 251.3 | 244.4 | 244.4 | |
| Office of Business Operations | 251.3 | 244.4 | 244.4 | |
| Architecture & IT Portfolio Performance Management | 493.8 | 389.1 | 389.1 | 349.0 |
| Independent Verification and Validation - Risk Mgmt (formerly IT | 300.4 | 232.1 | 232.1 | 237.1 |
| IT Budget Formulation & Portfolio Development | 368.8 | 290.6 | 290.6 | 216.4 |
| Office of Planning and Performance Management | 1,163.0 | 911.7 | 911.7 | 802.6 |
| Recreation One-Stop | 50.5 | 50.5 | 50.5 | 25.0 |
| e-Government Initiatives (WCF Contributions Only) | 424.2 | 537.4 | 537.4 | 441.9 |
| Volunteer.gov | 15.1 | 15.1 | 15.1 | 15.1 |
| Office of Planning and Performance Management | 489.8 | 603.0 | 603.0 | 482.0 |
| **Subtotal IT Shared Services** | 8,523.2 | 8,536.0 | 8,520.2 | 8,965.3 |
| FPPS/Employee Express - O&M | 2,903.2 | 2,879.4 | 2,654.5 | 2,657.7 |
| Drug Testing | 139.1 | 139.1 | 139.1 | 143.8 |
| IBC Human Resources Directorate | 3,042.3 | 3,018.5 | 2,793.7 | 2,801.4 |
| Transportation Services (Household Goods) | 2.5 | 2.5 | 2.5 | 2.5 |
| Financial Systems | 586.6 | 0.0 | 0.0 | 0.0 |
| IDEAS | 37.7 | 0.0 | 0.0 | 0.0 |
| Quarters Program | 12.3 | 12.5 | 12.5 | 16.8 |
| FBMS Master Data Management | 180.5 | 0.0 | 0.0 | |
| Consolidated Financial Statement System | 147.1 | 0.0 | 0.0 | 0.0 |
| IBC Financial Management Directorate | 966.6 | 15.0 | 15.0 | 19.3 |
| Boise Acquisition Office | 693.9 | 1,069.7 | 1,069.7 | 1,138.5 |
| IBC Acquisitions Services Directorate | 693.9 | 1,069.7 | 1,069.7 | 1,138.5 |
| **Subtotal Interior Business Center** | 4,702.8 | 4,103.2 | 3,878.4 | 3,959.3 |
| **TOTAL** | 24,705.5 | 24,741.0 | 24,617.0 | 25,401.8 |

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**WORKING CAPITAL FUND REVENUE - Direct Billing**
**FY 2016 President's Budget**
**BUREAU OF LAND MANAGEMENT**
**($ in thousands)**

| Activity/Office | 2014 Actual | 2015 Pres Budget | 2015 Estimate | 2016 Estimate |
|---|---|---|---|---|
| **Interior Business Center** | | | | |
| IBC Human Resources Directorate | | | | |
| IBC Human Resources Directorate | | | | |
| Payroll & HR Systems | 1,563.8 | 1,595.9 | 1,472.3 | 1,498.0 |
| IBC Human Resources Directorate | 1,563.8 | 1,595.9 | 1,472.3 | 1,498.0 |
| IBC Financial Management Directorate | | | | |
| IBC Financial Management Directorate | | | | |
| IBC Financial Management Directorate | | | | |
| Indirect Cost Negotiations - DOI Support | 0.0 | 46.0 | 55.0 | 40.7 |
| IBC Financial Management Directorate | 0.0 | 46.0 | 55.0 | 40.7 |
| IBC Acquisitions Services Directorate | | | | |
| Acquisition Services | 20.7 | 0.0 | 0.0 | 0.0 |
| IBC Acquisitions Services Directorate | 20.7 | 0.0 | 0.0 | 0.0 |
| **Subtotal Interior Business Center** | 1,584.5 | 1,641.9 | 1,527.3 | 1,538.7 |
| **TOTAL** | 11,640.7 | 13,362.9 | 11,256.2 | 12,077.5 |

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**WORKING CAPITAL FUND REVENUE - Direct Billing**
**FY 2016 President's Budget**
**BUREAU OF LAND MANAGEMENT**
**($ in thousands)**

| Activity/Office | 2014 Actual | 2015 Pres Budget | 2015 Estimate | 2016 Estimate |
|---|---|---|---|---|
| **IT Shared Services** | | | | |
| Unified Messaging | 969.4 | 1,852.9 | 1,099.1 | 1,244.8 |
| ITD Desktop Services | 154.9 | | 154.9 | 0.0 |
| Office of IT Service Delivery - End User Services | 1,124.3 | 1,852.9 | 1,254.0 | 1,244.8 |
| Anti-Virus Software Licenses | 209.4 | 231.9 | 231.9 | 231.9 |
| Identity, Credential Access Management (ICAM) | 1,120.3 | 1,171.5 | 1,305.8 | 1,359.1 |
| Data at Rest Initiative | 15.5 | 16.2 | 15.4 | 15.3 |
| Office of Information Assurance | 1,345.2 | 1,419.6 | 1,553.1 | 1,606.3 |
| Data Center Consolidation and Cloud Planning, Analysis and | 0.0 | 76.1 | 82.0 | 90.7 |
| Office of IT Service Delivery - Hosting Services | 0.0 | 76.1 | 82.0 | 90.7 |
| ESRI Enterprise Licenses | 1,779.8 | 1,814.2 | 1,816.4 | 1,850.3 |
| Electronic Records Management | 528.3 | | 528.4 | 594.6 |
| Office of Information and Technology Management | 2,308.1 | 1,814.2 | 2,344.8 | 2,444.9 |
| Enterprise Services Network | 3,179.2 | 4,744.8 | 3,137.9 | 3,136.3 |
| EID Office and Rack Space | 0.0 | 8.3 | | |
| EID Rack Space | 12.7 | 8.0 | 13.0 | 12.8 |
| ISSO ITD Telecommunications | 6.2 | | 6.2 | 6.9 |
| Office of IT Service Delivery - Telecommunications Services | 3,198.2 | 4,761.1 | 3,157.1 | 3,156.1 |
| | | 0.0 | | |
| Office of IT Service Delivery - Customer Support Services | | 0.0 | | |
| Office of Planning and Performance Management | | | | |
| Project Management Services | | | | |
| **Subtotal IT Shared Services** | 7,975.8 | 9,923.8 | 8,391.1 | 8,542.7 |

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WORKING CAPITAL FUND REVENUE - Direct Billing
FY 2016 President's Budget
BUREAU OF LAND MANAGEMENT
($ in thousands)

| Activity/Office | 2014 Actual | 2015 Pres Budget | 2015 Estimate | 2016 Estimate |
|---|---|---|---|---|
| Subtotal OS Activities | 1,409.2 | 1,105.3 | 1,041.7 | 1,089.8 |

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**WORKING CAPITAL FUND REVENUE - Direct Billing**
**FY 2016 President's Budget**
**BUREAU OF LAND MANAGEMENT**
**($ in thousands)**

| Activity/Office | 2014 Actual | 2015 Pres Budget | 2015 Estimate | 2016 Estimate |
|---|---|---|---|---|
| **OS Activities** | | | | |
| Indian Water Rights Office | 0.0 | | 0.0 | 67.0 |
| Secretary's Immediate Office | 0.0 | | 0.0 | 67.0 |
| Imagery for the Nation (IFTN) | 403.0 | 403.0 | 403.0 | 403.0 |
| Policy, Management and Budget | 403.0 | 403.0 | 403.0 | 403.0 |
| Office of Environmental Policy and Compliance | | | | |
| Ocean Coastal Great Lakes Activities | 20.0 | | 20.0 | 20.0 |
| Office of Policy Analysis | 20.0 | | 20.0 | 20.0 |
| Office of Budget | | | | |
| Single Audit Clearinghouse | 1.0 | 1.0 | 1.2 | 1.2 |
| Office of Financial Management | 1.0 | 1.0 | 1.2 | 1.2 |
| e-OPF | 210.2 | 210.2 | 210.2 | 189.0 |
| Office of Human Resources | 210.2 | 210.2 | 210.2 | 189.0 |
| EAP Consolidation | 133.5 | 0.0 | 0.0 | 0.0 |
| Worker's Comp Nurse Case Management | 56.8 | 56.1 | 56.1 | 56.4 |
| Office of Human Resources | 190.3 | 56.1 | 56.1 | 56.4 |
| Equal Employment Opportunity (EEO) Investigations | 14.4 | 14.4 | 14.4 | 15.6 |
| Office of Civil Rights | 14.4 | 14.4 | 14.4 | 15.6 |
| Equal Employment Opportunity (EEO) Training | 0.0 | | 24.2 | 24.2 |
| Office of Civil Rights | 0.0 | | 24.2 | 24.2 |
| Albuquerque Learning & Performance Center | 28.9 | 28.3 | 0.0 | 0.0 |
| Denver Learning & Performance Center | 30.6 | 30.0 | 0.0 | 0.0 |
| Online Learning | 59.3 | 59.3 | 60.5 | 61.4 |
| Washington Leadership & Performance Center | 22.4 | 22.0 | 0.0 | 0.0 |
| Consolidated Direct Billed Leadership & Perf Centers | 0.0 | | 60.3 | 60.3 |
| DOI University | 141.2 | 139.6 | 120.8 | 121.7 |
| Office of Law Enforcement and Security | | | | |
| OLES BLM Detailee | 150.6 | 151.6 | 0.0 | 0.0 |
| Incident Management Analysis and Reporting System | 149.2 | | 149.2 | 149.2 |
| Office of Law Enforcement and Security | 299.8 | 151.6 | 149.2 | 149.2 |
| Federal Flexible Savings Account (FSA) Program | 129.4 | 129.4 | 42.6 | 42.6 |
| Department-wide Programs | 129.4 | 129.4 | 42.6 | 42.6 |

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**WORKING CAPITAL FUND REVENUE - Direct Billing**
**FY 2016 President's Budget**
**BUREAU OF LAND MANAGEMENT**
**($ in thousands)**

| Activity/Office | 2014 Actual | 2015 Pres Budget | 2015 Estimate | 2016 Estimate |
|---|---|---|---|---|
| **OS Shared Services** | | | | |
| Reimbursable Mail Services | 78.7 | 79.4 | 79.4 | 78.6 |
| Creative Communications | 12.5 | 12.6 | 12.6 | 14.2 |
| Office of Facilities & Administrative Services | 91.2 | 91.9 | 91.9 | 92.8 |
| Valuation Services | 400.0 | 600.0 | 204.2 | 813.6 |
| Office of Valuation Services | 400.0 | 600.0 | 204.2 | 813.6 |
| Aviation Management Directorate | | | | |
| FBMS Change Orders | 180.0 | 0.0 | 0.0 | 0.0 |
| FBMS Business Integration Office | 180.0 | 0.0 | 0.0 | 0.0 |
| **Subtotal OS Shared Services** | 671.2 | 691.9 | 296.2 | 906.3 |

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# Activity: Workforce and Organizational Support
# Subactivity: Administrative Support

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Administrative Support | *$000* | 47,127 | 47,127 | +540 | +0 | +3,275 | 50,942 | +3,815 |
| | *FTE* | 287 | 287 | | +0 | +0 | +287 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Administrative Support: | ($000) | FTE |
|---|---|---|
| Health Benefits for Seasonal Employees | +2,275 | +0 |
| Enhance Core Capability | +1,000 | +0 |
| Total | +3,275 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for Administrative Support is $50,942,000 and 287 FTE, a program change of +$3,275,000 and 0 FTE from the 2015 enacted level.

**Health Benefits for Seasonal Employees (+$2,275,000/0 FTE) –** On July 29, 2014, the Office of Personnel Management issued a proposed rule that would expand eligibility for enrollment under the Federal employee health benefits (FEHB) program to certain temporary, seasonal and intermittent employees. This regulation would make FEHB coverage available to these newly eligible employees no later than January 2015. The Department developed a model to estimate the number of employees who would accept the new coverage and the estimated cost to the government.

**Enhance Core Capabilities (+$1,000,000/0 FTE) –** The increased funding supports increased costs associated with operating the BLM's management and support infrastructure, continuous improvements to internal controls and compliance to support mission assurance and accountability, and supports human capital planning and workforce planning. The overall increase includes $67,000 for the Secretary's Indian Water Rights Office (SIWRO). This increase will improve coordination and application of expertise across the Department, Indian tribes, States, and other stakeholders to reach Indian water settlements more effectively and expediently. The budget proposes to expand the duties and responsibilities of the SIWRO to achieve an integrated and systematic approach to Indian water rights negotiations that considers the full range of economic, legal, and technical attributes of proposed settlements. The budget includes funding for additional SIWRO staff to reflect the expanded duties.

### Legislative Change

**National BLM Foundation** – The BLM proposes to establish a congressionally chartered foundation to help link individual Americans to their public lands. The BLM Foundation would raise private funds to promote the BLM's multiple use and sustained yield mission and foster productive partnerships. A foundation would provide the Bureau with significant new tools to expand its partnerships and allow the public to support critical programs and activities for which they have a passion, whether that is the Wild Horse and Burro Program, the National Conservation Lands, habitat restoration, or others. Established as a charitable, nonprofit

organization, the foundation would benefit the public by protecting and restoring natural, cultural, historic, and recreational resources for future generations. The BLM is unique in that it is the Nation's only large land management agency without a congressionally chartered foundation to support its work. (Please see the Summary of Program and Legislative Changes for the full text of the legislative proposal.)

## Program Overview

The Administrative Support Program funds the following functions:

- Executive and Management Decisions
- Legislative, Public and Regulatory Affairs and Correspondence
- Budget Formulation and Execution
- Financial Management
- Property and Acquisition Management
- Management Systems
- Human Resources
- Program and Management Evaluations
- Service First
- Equal Employment Opportunity
- Privacy
- Safety

### Means and Strategies

The Administrative Support Program funds services related to management and administrative support that cannot be directly tied to a specific program output. The successful management of these services is vital to the effective use of human and capital resources within the BLM. The Administrative Support Program uses a combination of business process engineering and workforce planning strategies as the means to improve and accomplish customer service and effectiveness across the BLM. Each year, the BLM conducts management and program evaluations to identify and acknowledge best practices, procedures and processes. The BLM also measures the satisfaction of external customers, partners, stakeholders, and employees to adhere to the requirements of Executive Order 12862 and the Government Performance and Results Act, and regularly evaluates performance measurements and analysis to ensure these measurements are in alignment with DOI's strategic plan.

### Other Funding Sources

Many of the programs funded by the Administrative Support Program contribute to multiple BLM activities (i.e., Equal Employment Opportunity and Service First) and are also financially supported by many Department and Bureau-wide subactivities that benefit from this work.

## 2016 Program Performance

In 2016, the BLM will emphasize and assure:

- Adequate internal controls on BLM financial systems;
- Compliance with accounting standards;

- Accountability for undelivered order funds;
- Compliance with fiscal laws and regulations;
- Proper accounting, management, and maintenance of capital assets;
- Complete quarterly financial statements, including intra-governmental eliminations;
- Improved electronic data processing; and
- Financial accountability at all levels of the organization.

The Administrative Support Program will focus on the following operations of the Bureau:

Financial Management – The BLM will continue to operate the National Operation Center to offer support services to a variety of critical programs that include fire support, uniforms, property, accounting, contracting, acquisition, space leasing, treasury investments, and the development and operation of financial, procurement, and property systems.

Improved Financial Performance – The BLM will continue to maintain an unqualified (clean) financial audit opinion, and make available to all employees timely and accurate financial information through the Financial and Business Management System (FBMS). The ability to link budget and performance through cost management, as well as access to financial data in real time, has fostered a Bureau-wide ethic of fiscal accountability.

Performance Improvement – The BLM will continue to use the cost management information systems along with other management information tools to evaluate program effectiveness and help allocate budgetary resources across the organization to maximize performance and cost effectiveness.

Disposal of Personal Property – The BLM will continue to dispose of excess personal property to other Federal and State agencies, to donate computers and other electronics to local schools when possible, and to sell working capital fund vehicles and heavy equipment at auction. These activities have reduced overhead costs, increased visibility, improved revenue, and created fast sales and the transfer of monies to the BLM. Proceeds from the sale of vehicles are returned to the working capital fund to augment the cost of replacement vehicles.

Workforce Planning – In 2016, the BLM will continue to refine its workforce planning process to ensure the agency has employees with appropriate skills in the right places at the right times. As a result of workforce planning, the BLM has placed, and will continue to place, more emphasis on entry-level recruiting, career development, and diversification. For example, the Bureau is using the Presidential Management Fellows Program, the Pathways program for students and recent graduates, and other human capital management programs as viable tools for recruiting and filling entry-level positions and for meeting its future skill requirements. In addition, the BLM will continue to place greater emphasis on hiring veterans and veterans with disabilities through the following special hiring authorities and appointments: Veterans Recruitment Appointment, Veterans Employment Opportunity Act of 1998, 30 Percent or More Disabled Veteran, Disabled Veterans Enrolled in a VA Training Program, Schedule A Appointing Authority, and Veterans Preference.

Service First – The BLM will use the permanent Service First authority across the entire Department of the Interior and U.S. Forest Service in 2016. The Bureau will work to improve customer service and seek additional cost savings and productivity improvements. The BLM currently shares 61 sites with other agencies and will continue to expand on these. For more information on Service First, please see the Crosscutting Programs chapter.

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# Activity: Workforce and Organizational Support
# Subactivity: Bureauwide Fixed Costs

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Bureauwide Fixed Costs | *$000* | 92,901 | 91,010 | +2,635 | +0 | +0 | 93,645 | +2,635 |
| | *FTE* | 0 | 0 | | +0 | +0 | 0 | +0 |

## Justification of 2015 Program Changes

The 2016 budget request for Bureauwide Fixed Costs is $93,645,000 and 0 FTE.

## Program Overview

Bureauwide Fixed Costs funds the following:

- The Departmental Working Capital Fund (WCF) – These fixed costs are billed by the Department of Interior's (DOI) Office of the Secretary and the DOI's National Business Center, and categorized as two separate bills:
  1. *Central Bill* – Mandatory services provided by the DOI Office of the Secretary and the DOI National Business Center.
  2. *Direct Bill* – Primarily a fee for service bill. These are services provided under reimbursable agreements between the BLM and DOI.
- The Space Management program portion of the Bureauwide Fixed Costs focuses primarily on general purpose and warehouse space acquired through direct lease and General Services Administration (GSA)-provided space in federally owned or leased buildings.
- The Land Mobile Radio (LMR) program provides two-way radio voice services for the BLM. The primary customers are wildland fire, law enforcement, and resources staff. The radio systems are used jointly with other Federal, State, and local agencies in support of wildland fire and law enforcement operations. The LMR program is working to join the radio network nationally among partners, cooperators, and other stakeholders to build a homogenous and holistic architecture.
- The Telecommunications program manages communication services critical to the day to day operations of the BLM. The program manages fixed-line office phones and fax, mobile voice and data devices and service contracts, video conferencing, and internal and external data networks service contracts, including network security. The program's management of the radio network supports public safety, connecting firefighters and law enforcement through agency and inter-agency managed microwave radio links, base stations, and radios, including contracts for satellite radios service. Communications (fax, print, voice, and data) during Continuity of Operations relies and these established efforts of the Telecommunications program. Costs for these services are funded from individual State/National Centers and the DOI Working Capital Fund.
- The Federal Personnel Payroll System (FPPS) monitors the costs of using and maintaining BLM's personnel management systems.

- The Mail and Postal Costs component of this program assesses and monitors BLM's mail and postal service utilization, which includes base metered postage machines, next day postage, and other express mail services.
- The Unemployment Insurance Costs are based upon historical data, paid through the Department's Federal Employees Compensation Account of the Unemployment Trust Fund to the Department of Labor, pursuant to the *Omnibus Budget Reconciliation Act of 1980*.
- The Workers Compensation amount requested for 2016 covers costs for a 12-month period and is paid to the Department of Labor through the Department's Employee Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.

**Critical Factors**

The critical factors in the Bureauwide Fixed Costs program:

- The Space Management program promotes and encourages sustainability. All new BLM facilities comply with BLM Sustainable Building Implementation Plans, while addressing current and emerging needs.
- Presidential Memorandum – Disposing of Unneeded Federal Real Estate dated June 10, 2010, emphasized the need to:
    - Improve utilization of facilities through innovative space management, such as alternative work arrangements and telework agreements.
    - Eliminate lease arrangements that are not cost effective.
    - Pursue consolidation opportunities with other agencies in common asset types, such as data centers, office space, and warehouses.
- Department of the Interior Memorandum – Space and Facilities Management dated August 2, 2011, emphasized that real property (owned and leased) is a key aspect of the overall cost cutting campaign. The utilization standard for general purpose office space has now been set to 180 square feet per person. Opportunities for teleworking in order to reduce overall real property costs are encouraged.

## 2016 Program Performance

In 2016, the BLM will continue to manage the LMR Program, telecommunications, the FPPS, unemployment costs, mail and postal costs, the Employee Compensation Fund, and office space leasing, which is the largest of BLM's fixed costs.

The BLM established the following long term goals for Space Management:

- Reduce space usage whenever a reduction can be accomplished economically;
- Evaluate offices for consolidation;
- Maximize the use of existing, owned buildings and warehouses whenever possible;
- Extend existing leases, when appropriate, to allow time to prioritize long-term leasing actions;
- Whenever beneficial, reduce the size and change the layout of leased warehouses;
- Implement the use of high-density, storage systems for office and warehouse areas; and
- Promote telework wherever a corresponding reduction in leased office space would occur.

# Activity: Workforce and Organizational Support
# Subactivity: Information Technology Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| IT Management | *$000* | 25,696 | 25,696 | +262 | +0 | +0 | 25,958 | +262 |
| | *FTE* | 97 | 97 | | +0 | +0 | 97 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Information Technology Management Program is $25,958,000 and 97 FTE.

## Program Overview

The Information Technology Management Program is responsible for managing all aspects of information technology (IT) throughout the BLM. These responsibilities include:

- *Bureauwide Policy* – Planning, directing, coordinating, and evaluating IT programs, policies and procedures and providing guidance for the effective use of IT resources in support of BLM programs and services in accordance with the Clinger-Cohen Act of 1996 and the Government Performance and Results Act of 1993;
- *Capital Planning and Investment Control (CPIC)* – The Clinger-Cohen Act of 1996 and the E-Government Act of 2002 sought to improve mission performance by requiring agencies to use a disciplined CPIC process to acquire, use, maintain and dispose of the BLM's IT portfolio. CPIC is a dynamic process in which IT investments are selected and then continually monitored and evaluated to ensure each chosen investment is well managed, cost effective, and supports the mission and strategic goals of the BLM. CPIC ensures that all IT investments align with BLM's mission and support business needs while minimizing risks and maximizing returns throughout the investment's life cycle.
- *Information Resources Management* – Providing management and oversight over implementation of the Freedom of Information Act, Open Government Initiative, Section 508 of the American Disabilities Act, IT Configuration Management, Indian Trust and the Records Act; ensuring that manual and electronic records are accessible, properly maintained, documented, scheduled and disposed of; and, ensuring that automated systems are documented and scheduled and that records preservation orders are tracked and monitored to so that records are properly secured, accessible and retrievable to respond to court orders and requesters;
- *IT Transformation Implementation* – The BLM continues to pursue streamlining efforts to improve IT service delivery and reduce the overall costs for IT support across the BLM. In 2016, the BLM will have its IT support and services delivered in a consistent manner with a focus on customer needs.
- *Data Management and Administration* – Ensuring that the information the BLM uses in decision making is accurate, timely, useful, and free of bias;
- *National Applications* – Managing national applications and systems throughout their life cycles of investment and ensuring successful service delivery through all phases—

concept, design, construction, data management, operation, support and maintenance—in order to meet business needs while ensuring system data integrity;
- *Infrastructure* – Providing compliant and effective technology platforms and environments; and
- *Security* – Developing security-related policies, procedures, and guidance; providing technical assistance for securing major applications and general support systems; overseeing security compliance efforts; maintaining an inventory of systems and their security Assessment and Authorization status; coordinating IT Security Education and Awareness efforts; and developing IT security performance measures and reports.

**Other Funding Sources**

Every BLM program contributes some funding for IT activities. Major investments in the BLM IT portfolio are funded by the programs supported by those investments. IT infrastructure investments are funded proportionately by all programs.

## 2016 Program Performance

There are no specific performance goals for this subactivity; however, the BLM has achieved success in lowering the overall costs of IT by implementing dynamic approaches to respond to national priorities. Because the scope of the information needed to support the BLM's mission is vast, the IT systems required to manage this information have grown increasingly complex. Information systems are used throughout the BLM to collect data on land health, water quality, restored ecosystems, hazardous fuels reduction, land contamination, habitat protection, cultural and natural heritage resources, oil and gas leases and permits, lease applications, minerals and grazing permits, timber sales, recreation, and financial transactions. Managing our data as a corporate asset will ensure the BLM has greater consistency and integration while reducing redundancies.

Additionally, BLM's IT Transformation initiative will continue to achieve savings through labor reductions, consolidation of infrastructure staff, servers and data centers closures, contract consolidations and the promotion of mobility which will allow us to reduce our overall footprint. IT contracts will be reevaluated through the IT Spend Plan process, resulting in maximization of bulk purchases to achieve additional savings and standardization. The BLM will continue its commitment to ensuring that information technology efforts align with Departmental initiatives focused on consolidation, shared services, and improving IT cost efficiency. The Bureau will continue to seek further centralization efforts internally, while expanding consolidation efforts by working with other Bureaus to share services in areas the of Data Center Consolidation, Geospatial, IT Acquisitions, and Application Consolidation to achieve greater cost efficiency.

# Mining Law Administration

# Activity: Mining Law Administration

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Mining Law Administration | *$000* | 39,696 | 39,696 | +0 | +0 | +0 | 39,696 | +0 |
| | *Offset* | -39,696 | -39,696 | +0 | +0 | +0 | (39,696) | +0 |
| | *FTE* | 319 | 319 | | +0 | +0 | 319 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for Mining Law Administration is $39,696,000 and 319 FTE. The budget assumes the program's operating cost will be fully offset by revenue from mining claim maintenance and location fees.

### Legislative Changes

The budget includes a legislative proposal to reform hardrock mining and provide a better return to the taxpayer from hardrock production on Federal lands.

This proposal institutes a leasing process under the Mineral Leasing Act of 1920 (MLA) for certain minerals (gold, silver, lead, zinc, copper, uranium, and molybdenum) currently covered by the General Mining Law of 1872. After enactment, mining for these metals on Federal lands will be governed by the new leasing process and subject to annual rental payments and a royalty of not less than five percent of gross proceeds. Half of the receipts will be distributed to the State where the lease is located and half would be deposited to the Treasury's General Fund. Pre-existing mining claims would be exempt from the change to a leasing system, but would be subject to increases in the annual maintenance fees under the General Mining Law of 1872. The Department of the Interior Office of Natural Resources Revenue will collect, account for, and disburse the receipts.

The proposal also increases annual maintenance fees and eliminates the fee exemption for miners holding 10 or fewer mining claims. These changes discourage speculators from holding claims that they do not intend to develop. Holders of pre-existing mining claims for these minerals could voluntarily convert their claims to leases. The legislation would provide a mechanism for royalty relief under certain situations, in the manner currently set out in the MLA.

## Program Overview

### Program Components

The BLM Mining Law Administration Program is responsible for providing access to locatable mineral resources in an environmentally responsible manner. Locatable minerals are those governed by the General Mining Law of 1872, and include gold, silver, lead, zinc, copper, uranium, and molybdenum. To provide access to these mineral resources, the BLM administers mining claims, manages on the ground activities, and collects location and annual maintenance fees. The BLM also processes notices for exploration and plans of operations for exploration and production of these minerals. Reclamation plans are evaluated and financial guarantees are required to ensure adequate reclamation that meets the requirements of Federal law. The

BLM inspects operations governed by notices and plans of operation to ensure compliance with all applicable laws and regulations. The BLM takes enforcement actions when the terms and conditions of an operation have been violated. Finally, the BLM is responsible for conducting mineral examinations to determine valid existing rights under the mining laws.

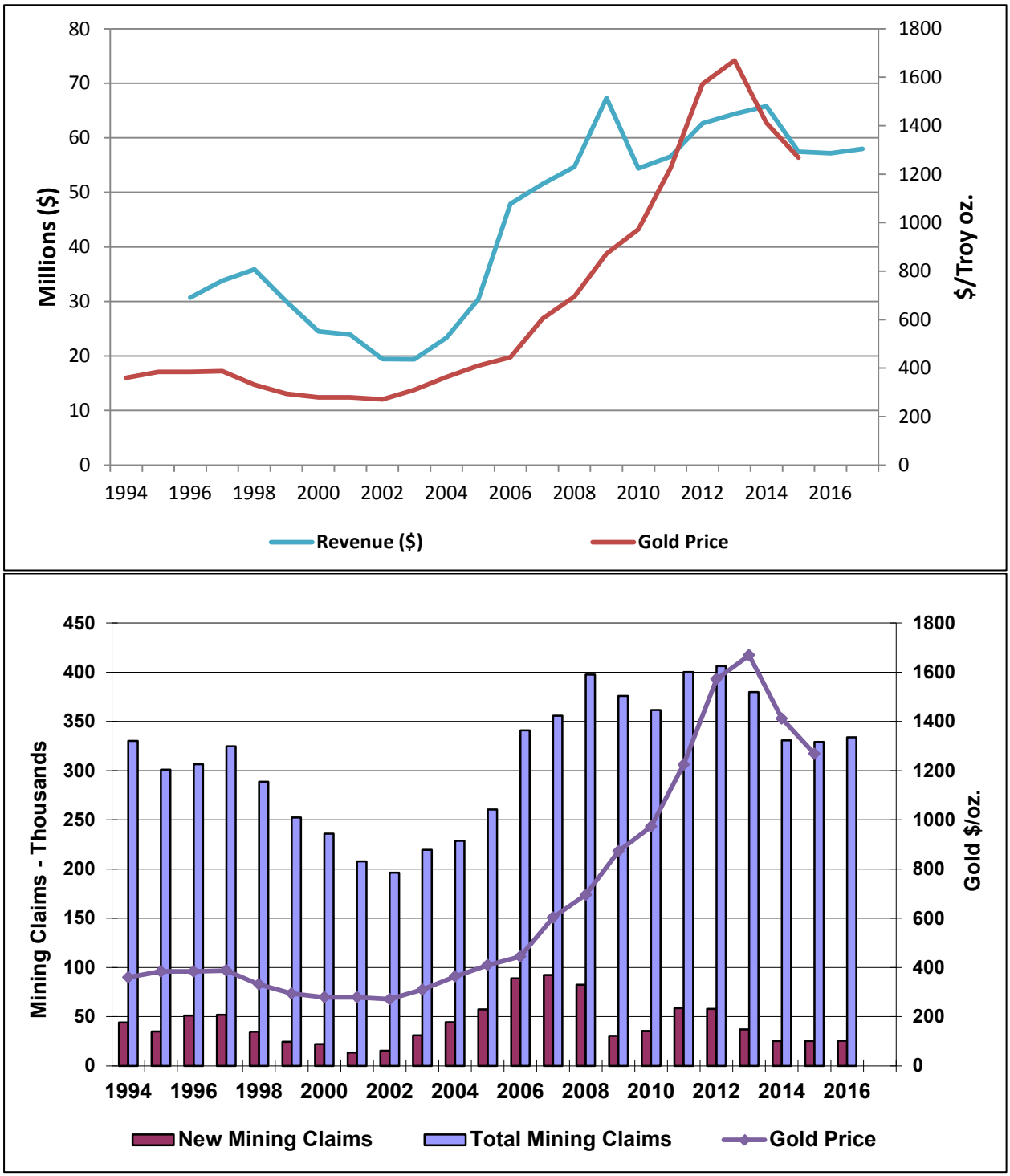
**The General Mining Law of 1872**

The BLM, through the Mining Law Administration program, is responsible for managing exploration and development of locatable minerals available on public lands under the General Mining Law of 1872, and the Federal Land Policy and Management Act of 1976. Since 1993, claimants have been required to pay an annual maintenance fee for each mining claim and site in lieu of performing assessment work as previously required under the General Mining Law of 1872. The BLM is required by statute to adjust these fees every five years, or more frequently if determined reasonable, to reflect changes in the Consumer Price Index published by the Bureau of Labor Statistics. For the 2015 assessment year, maintenance and location fees were increased. Maintenance fees were increased from $140 to $155, and location fees, required for all new claims in addition to the maintenance fee, were increased from $34 to $37 per claim. These fees were last adjusted in 2009.

In 2014, the BLM implemented the Mining Claim Maintenance Fee Payment Portal so that mining claimants could begin paying their annual maintenance fee payment online starting with the 2015 assessment year. Based on the initial filings, the portal has proven to provide claimants an efficient and secure means of paying their maintenance fee online. The BLM has also realized benefits by having the data on the claim interface with and update the lands record system (LR2000), which eliminates the need to manually process the payments and manually update the LR2000 system. The BLM is considering ways to expand use of the payment portal and realize increased efficiencies in other programs.

**Critical Factors**

Filing of new mining claims in the Mining Law Administration Program is commodity price-dependent. Prices for all of the major commodities have been declining since their peak in 2011. For example, gold reached a high of $1,875 per ounce, in September, 2011 and averaged $1,167 per ounce for November, 2013, a decline of 38 percent. This is true during the same time period for other major commodities for which mining claims are located, including silver (-67 percent), platinum (-36 percent), and copper (-33 percent). This commodity slump has impacted mining claim location activity on public lands. The number of mining claims recorded for the 2014 assessment year has declined 13 percent since 2013 and 19 percent from 2012. Correspondingly, the revenue from mining claim maintenance and location fees has declined 13 percent from 2013. As gold is the top commodity explored for and produced on public lands, mining claim trends regarding quantity and revenue roughly correlate to gold commodity prices as demonstrated by the two charts below.




*The above chart is based upon the most recent data. The new and total mining claims illustrate the numbers as reported in the Public Land Statistics (PLS) for the indicated fiscal years. The 2014 claim data was derived from preliminary PLS data and is subject to change. Data for 2015 and 2016 are projections.

The mining industry's domestic activity levels are dependent upon commodity prices. Companies engaged in exploration are known in the industry as junior mining companies and

require millions in venture capital. These companies do not own mines, have no regular revenue streams, and rely significantly on investor financing. These companies invest millions locating mining claims and exploring public lands. When commodity prices are in decline, investment dollars are hard to find, and junior mining companies begin to cut costs usually leading to a reduction in mining claims. This sector of the industry is the most sensitive to commodity pricing and is likely responsible for the decline in the number of active mining claims seen in 2013 and 2014. If the industry activity decreases or remains flat, further decline in mining claim numbers and associated revenue should be expected.

Mining claims found to have no mineral values or interest on the part of the mining claimants typically lapse due to nonpayment of maintenance fees by the claimant or are sold. Lapse claims hold no rights and may be relocated by another claimant. Mining claims found to be of interest will continue to see on the ground activity by the claimants and or operators as they seek to confirm the presence of a mineral deposit. During a market downturn, mining claimants will likely evaluate and release any unfavorable holdings. Also the number of new mining claim locations may decrease due to the lack of exploration investment. The degree to which mining claim revenue will be impacted will depend on the length and the severity of the declining markets. Mining claim location and maintenance trends will likely continue to follow market trends.

Mining claim location for technology metals remains stable despite declines in other commodities. Although no current “rush” exists, the BLM is experiencing continued interest from the mining industry to locate and discover domestic supplies of these minerals. Technology minerals form the building blocks of technology-dependent industries, such as electronics, automotive and energy. These minerals include but are not limited to, rare earths, lithium, indium, germanium, vanadium, graphite and cobalt.

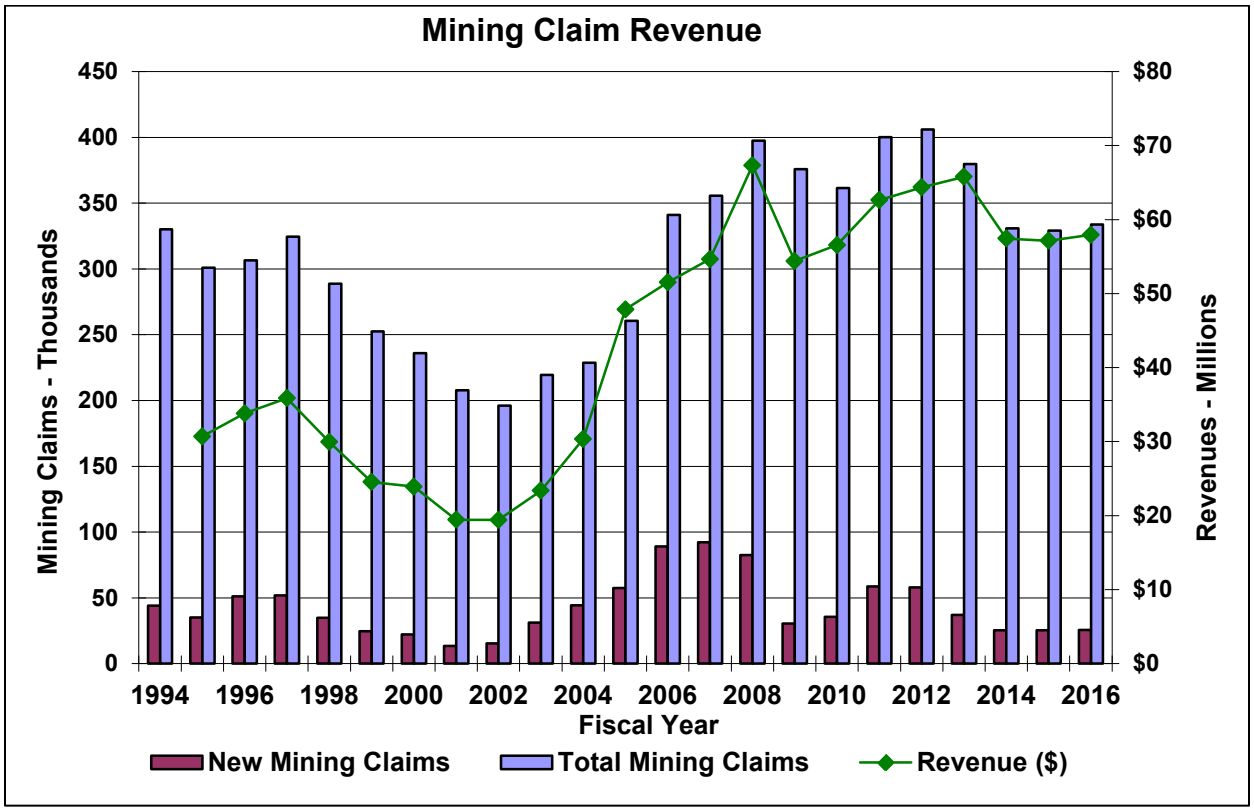
While new mining claims have decreased, the BLM continues to experience a workload for processing plans of operations for new, large scale mines. The inspection workload for existing operations also continues and the funding provided through this program is important to allow the BLM to maintain capability and capacity to ensure activities are done in an environmentally sound and sustainable manner.

## Other Funding Sources

The Mining Law Administration program is primarily funded through this subactivity, in which the appropriation is offset by maintenance and location fees. Since 1994, Congress, through its appropriations acts, has tied Mining Law Administration funding to revenue collected by the program. The funds made available by Congress are reduced by amounts collected by the Bureau and credited to this appropriation.

In addition, under the authorities of 43 U.S.C. 1474 and 1734(a), the BLM retains the collected processing fees from mining claim recordation actions and mineral patent adjudication to recover the full cost of processing these documents. A revised fee schedule was promulgated in November 2005. The Mining Claims Revenue chart shows the recent history of mining claims and mining claim revenue. The processing fees for recording a new mining claim, annual filings, transfers of interest, amendments to previously recorded documents, deferments of assessment, and protests increased in June of 2009 and again at the end of 2014. In addition, the BLM charges a processing fee, on a case by case basis, for proposed mining plans of operations requiring an environmental impact statement. A processing fee is also applicable to validity examinations or common variety examinations and associated reports performed in

connection with a patent application, 43 CFR 3809.100 (withdrawn lands) or 43 CFR 3809.101 (common variety determinations) on a case-by case basis.




*The above chart is based upon the most recent data. The new and total mining claims illustrate the numbers as reported in the Public Land Statistics (PLS) for the indicated fiscal years. The 2014 claim data was derived from preliminary PLS data and is subject to change. The revenue estimates for 2014 and earlier are based upon the amounts credited to the MLR appropriation and the amounts deposited in the hardrock mining claim maintenance fee Treasury account. Data for 2015 and 2016 are projections.

## 2016 Program Performance

In 2016, the BLM will:

- Provide access to locatable mineral resources while ensuring that mining operations follow BLM's regulations and cause no unnecessary and undue degradation;
- Conduct inspection and enforcement to ensure compliance with all applicable Federal regulations for all mining and exploration activities authorized by the mining laws on public lands;
- Record and adjudicate existing mining claims and new mining claim locations; and
- Continue working with State agencies to streamline multiple agency processes and minimize the time necessary to authorize exploration and development activities.

The BLM expects the inspection workload to remain steady in 2016. Output for 2015 and 2016 is expected to rebound to pre-furlough levels. The focus of the inspection program is on exploration and mining sites with on-going operations; sites where reclamation earthwork has been completed and the BLM and the operator are waiting for re-vegetation success are a lower priority for inspection.

The average processing time of Plans of Operations decreased from 26 months in 2013 to 17 months in 2014. The rolling 3-year average for average processing time is 19 months. The BLM will continue to work with industry and internally explore opportunities to find efficiencies to reduce the average processing times of Plans of Operations.

# Budget Schedules

# Budget Schedules

| Account Symbol and Title<br>14X1109<br>Management of Lands and Resources | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Land resources | 0011 | 256 | 250 | 250 |
| Wildlife and fisheries | 0012 | 67 | 54 | 65 |
| Threatened and endangered species | 0013 | 22 | 23 | 23 |
| Recreation management | 0014 | 69 | 70 | 70 |
| Energy and minerals | 0015 | 132 | 122 | 122 |
| Realty and ownership management | 0016 | 74 | 84 | 84 |
| Resource protection | 0017 | 99 | 104 | 106 |
| Transportation and facilities maintenance | 0018 | 66 | 74 | 76 |
| Workforce and organizational support | 0020 | 159 | 160 | 163 |
| Challenge Cost Share | 0026 | 3 | 3 | 8 |
| National Monuments & NCA | 0030 | 32 | 33 | 40 |
| Total direct obligations | 0799 | 979 | 977 | 1,007 |
| Management of Lands and Resources (Reimbursable) | 0801 | 21 | 28 | 28 |
| Communication site rental fees | 0802 | 2 | 2 | 2 |
| Mining law administration | 0803 | 41 | 39 | 39 |
| APD fees | 0804 | 31 | 33 | 0 |
| Cadastral reimbursable program | 0805 | 8 | 9 | 9 |
| Inspection fees | 0806 | 0 | 0 | 15 |
| Grazing fees | 0807 | 0 | 0 | 8 |
| Total reimbursable obligations | 0899 | 103 | 111 | 101 |
| Total new obligations | 0900 | 1,082 | 1,088 | 1,108 |
| | | | | |
| Budgetary resources: | | | | |
| | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 154 | 145 | 187 |
| Recoveries of prior year unpaid obligations | 1021 | 47 | 47 | 40 |
| Unobligated balance (total) | 1050 | 201 | 192 | 227 |
| | | | | |
| Budget authority: | | | | |
| | | | | |
| Appropriations, discretionary: | | | | |
| Appropriation | 1100 | 957 | 970 | 1,067 |
| Appropriation, discretionary (total) | 1160 | 957 | 970 | 1,067 |
| Appropriation [Regular] | 1160-40 | 938 | 951 | 1,048 |
| Baseline Civilian Pay | 1160-50 | | 507 | 528 |
| Baseline Non-Pay | 1160-50 | | 444 | 451 |
| Appropriation [Protected:Conserving Fish and Wildlife - Climate Change] | 1160-40 | 16 | 16 | 16 |
| Baseline Civilian Pay | 1160-50 | | 0 | 0 |
| Baseline Non-Pay | 1160-50 | | 16 | 16 |
| Appropriation [WHB Sterilization R&D] | 1160-40 | 2 | 2 | 2 |
| Baseline Civilian Pay | 1160-50 | | 2 | 2 |

| Account Symbol and Title<br>14X1109<br>Management of Lands and Resources | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Appropriation [Homeland Security] | 1160-40 | 1 | 1 | 1 |
| Baseline Civilian Pay | 1160-50 | | 1 | 1 |
| Baseline Non-Pay | 1160-50 | | 0 | 0 |
| | | | | |
| Spending authority from offsetting collections, discretionary: | | | | |
| Offsetting collections (Mining law and Comm Sites) | 1700 | 42 | 42 | 42 |
| Offsetting collections (Economy Act) | 1700 | 8 | 38 | 38 |
| Offsetting collections (APD fees) | 1700 | 33 | 33 | 0 |
| Offsetting collections (Inspection fees) | 1700 | 0 | 0 | 48 |
| Offsetting Collections (Other) | 1700 | 0 | 0 | 17 |
| Change in uncollected payments, Federal sources | 1701 | -14 | 0 | -50 |
| Spending auth from offsetting collections, disc (total) | 1750 | 69 | 113 | 95 |
| Spending authority from offsetting collections [Mining Law and Telecomm Fees, and Permits to Drill] | 1750-40 | 83 | 75 | 43 |
| Baseline Program [Mining Law and Telecomm Fees, and Permits to Drill] | 1750-50 | | 75 | 42 |
| Spending authority from offsetting collections [Economy Act] | 1750-40 | 0 | 38 | 39 |
| Spending authority from offsetting collections [User Fee: Inspection fees] | 1750-40 | 0 | 0 | 48 |
| Spending authority from offsetting collections [Grazing Fees] | 1750-40 | 0 | 0 | 17 |
| Spending authority from offsetting collections [other] | 1750-40 | -14 | 0 | -52 |
| Spending authority from offsetting collections [other] | 1750-50 | | 0 | 0 |
| | | | | |
| Spending authority from offsetting collections, mandatory: | | | | |
| Spending auth from offsetting collections, mand (total) | 1850 | 0 | 0 | 0 |
| Budget authority (total) | 1900 | 1,026 | 1,083 | 1,162 |
| Total budgetary resources available | 1930 | 1,227 | 1,275 | 1,389 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 145 | 187 | 281 |
| | | | | |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 383 | 393 | 327 |
| Obligations incurred, unexpired accounts | 3010 | 1,082 | 1,088 | 1,108 |
| Outlays (gross) | 3020 | -1,025 | -1,107 | -1,150 |
| Recoveries of prior year unpaid obligations, unexpired | 3040 | -47 | -47 | -40 |
| | | | | |
| Unpaid obligations, end of year | 3050 | 393 | 327 | 245 |
| | | | | |
| Uncollected payments: | | | | |

| Account Symbol and Title<br>14X1109<br>Management of Lands and Resources | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Uncollected pymts, Fed sources, brought forward, Oct 1 | 3060 | -64 | -50 | -50 |
| Change in uncollected pymts, Fed sources, unexpired | 3070 | 14 | 0 | 50 |
| Uncollected pymts, Fed sources, end of year | 3090 | -50 | -50 | 0 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 319 | 343 | 277 |
| Obligated balance, end of year | 3200 | 343 | 277 | 245 |
| | | | | |
| Budget authority and outlays, net: | | | | |
| Discretionary: | | | | |
| Budget authority, gross | 4000 | 1,026 | 1,083 | 1,162 |
| Outlays, gross: | | | | |
| Outlays from new discretionary authority | 4010 | 756 | 846 | 903 |
| Outlays from discretionary balances | 4011 | 269 | 261 | 247 |
| Outlays, gross (total) | 4020 | 1,025 | 1,107 | 1,150 |
| | | | | |
| Offsets against gross budget authority and outlays: | | | | |
| Offsetting collections (collected) from: | | | | |
| | | | | |
| Federal sources | 4030 | -31 | -38 | -38 |
| | | | | |
| | | | | |
| | | | | |
| Policy Program [Mining Law, Comm Sites, APD Fees] | 4033-41 | -52 | -75 | -42 |
| Baseline Program [Mining Law, Comm Sites, APD Fees] | 4033-71 | | -75 | -42 |
| Policy Program [Inspection Fees] | 4033-41 | 0 | 0 | -48 |
| Policy Program [Grazing Fees] | 4033-41 | 0 | 0 | -17 |
| Offsets against gross budget authority and outlays (total) | 4040 | -83 | -113 | -145 |
| | | | | |
| | | | | |
| Policy Program - Computed Total | 4050-20 | 14 | 0 | 50 |
| Policy Program [Inspection Fees] | 4050-41 | 0 | 0 | 48 |
| Policy Program [Grazing Fees] | 4050-41 | 0 | 0 | 17 |
| Policy Program [Text] | 4050-41 | 14 | 0 | -15 |
| Budget authority, net (discretionary) | 4070 | 957 | 970 | 1,067 |
| Outlays, net (discretionary) | 4080 | 942 | 994 | 1,005 |
| Budget authority, net (total) | 4180 | 957 | 970 | 1,067 |
| Outlays, net (total) | 4190 | 942 | 994 | 1,005 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Unexpired unavailable balance, SOY: Offsetting collections | 5090 | 4 | 4 | 4 |
| Unexpired unavailable balance, EOY: Offsetting collections | 5092 | 4 | 4 | 4 |

| Account Symbol and Title<br>14X1109<br>Management of Lands and Resources | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Direct Federal programs: | | | | |
| Budget Authority | 2004-01 | 938 | 948 | 1,045 |
| Outlays | 2004-02 | 926 | 977 | 988 |
| Object Classification (O) ($ in Millions) | | | | |
| Direct obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 356 | 356 | 356 |
| Other than full-time permanent | 11.3 | 17 | 17 | 17 |
| Other personnel compensation | 11.5 | 14 | 14 | 14 |
| Total personnel compensation | 11.9 | 387 | 387 | 387 |
| Civilian personnel benefits | 12.1 | 127 | 127 | 127 |
| Benefits for former personnel | 13.0 | 1 | 1 | 1 |
| Travel and transportation of persons | 21.0 | 13 | 13 | 13 |
| Transportation of things | 22.0 | 2 | 2 | 2 |
| Rental payments to GSA | 23.1 | 21 | 21 | 21 |
| Rental payments to others | 23.2 | 31 | 31 | 31 |
| Communications, utilities, and miscellaneous charges | 23.3 | 19 | 19 | 22 |
| Printing and reproduction | 24.0 | 3 | 3 | 5 |
| Advisory and assistance services | 25.1 | 11 | 11 | 15 |
| Other services from non-Federal sources | 25.2 | 157 | 157 | 162 |
| Other goods and services from Federal sources | 25.3 | 57 | 57 | 62 |
| Operation and maintenance of facilities | 25.4 | 12 | 12 | 17 |
| Operation and maintenance of equipment | 25.7 | 16 | 14 | 19 |
| Supplies and materials | 26.0 | 23 | 23 | 24 |
| Equipment | 31.0 | 17 | 17 | 17 |
| Land and structures | 32.0 | 9 | 9 | 9 |
| Grants, subsidies, and contributions | 41.0 | 73 | 73 | 73 |
| Subtotal, obligations, Direct obligations | 99.0 | 979 | 977 | 1,007 |
| Reimbursable obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 50 | 51 | 51 |
| Other than full-time permanent | 11.3 | 2 | 2 | 2 |
| Other personnel compensation | 11.5 | 2 | 2 | 2 |
| Total personnel compensation | 11.9 | 54 | 55 | 55 |
| Civilian personnel benefits | 12.1 | 18 | 18 | 17 |
| Travel and transportation of persons | 21.0 | 2 | 3 | 2 |
| Rental payments to others | 23.2 | 3 | 3 | 2 |
| Communications, utilities, and miscellaneous charges | 23.3 | 2 | 2 | 2 |
| Advisory and assistance services | 25.1 | 1 | 2 | 1 |
| Other services from non-Federal sources | 25.2 | 7 | 7 | 6 |
| Other goods and services from Federal sources | 25.3 | 4 | 5 | 4 |
| Operation and maintenance of equipment | 25.7 | 2 | 3 | 2 |
| Supplies and materials | 26.0 | 2 | 3 | 2 |

| Account Symbol and Title<br>14X1109<br>Management of Lands and Resources | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Equipment | 31.0 | 2 | 3 | 2 |
| Land and structures | 32.0 | 2 | 3 | 2 |
| Grants, subsidies, and contributions | 41.0 | 4 | 4 | 4 |
| Subtotal, obligations, Reimbursable obligations | 99.0 | 103 | 111 | 101 |
| Total new obligations | 99.9 | 1,082 | 1,088 | 1,108 |
| | | | | |
| Employment Summary (Q) | | | | |
| Direct civilian full-time equivalent employment | 1001 | 5,157 | 5,179 | 4,959 |
| Reimbursable civilian full-time equivalent employment | 2001 | 734 | 734 | 829 |
| Allocation account civilian full-time equivalent employment | 3001 | 2,188 | 2,208 | 2,209 |
| | | | | |
| Appropriations Requests in Thousands of Dollars (T) | | | | |
| Budget year budgetary resources [014-1109] | 1000 | | | 1,067,466 |

# Land Acquisition

# Land Acquisition

## Appropriations Language

For expenses necessary to carry out sections 205, 206, and 318(d) of Public Law 94–579, including administrative expenses and acquisition of lands or waters, or interests therein, [$19,746,000]$38,000,000, to be derived from the Land and Water Conservation Fund and to remain available until expended. *(Department of the Interior, Environment, and Related Agencies Appropriations Act, 2015.)*

Note: The 2016 request amount of $38,000,000 is updated from the amount included in the Appendix, Budget of the United States Government, Fiscal Year 2016.

## Appropriations Language Citations

### 1. For expenses necessary to carry out sections 205, 206 and 318(d) of Public Law 94-579, including administrative expenses

Section 205 authorizes the Secretary to acquire by purchase, exchange, donation, or eminent domain, public lands or interests. Eminent domain may only be invoked to secure access to public lands if the lands are confined to a narrow corridor and serve a purpose. This section does not expand or limit the Secretary's authority to acquire land by eminent domain within the boundaries of the National Forest System. Acquisitions must support the mission of the Department and have associated land-use plans.

Section 206 provides authority for the Secretary to dispose of a public tract of land by exchange if it serves the public interest well. The Secretary may accept title to any non-Federal land or interests in exchange for such land which he or she finds proper for transfer out of Federal ownership and which are located in the same State as the non-Federal land or interest to be acquired. For the purposes of this subsection, unsurveyed school sections which, upon survey by the Secretary, would become State lands, shall be considered as "non-Federal" lands. The values of the lands exchanged by the Secretary need to be equal, or if they are not equal, the values will be equalized by the payment of money to the grantor or to the Secretary concerned as the circumstances require.

Section 318 authorizes the Secretary to use the Land and Water Conservation Fund to acquire public lands as described in section 205.

### 2. including administrative expenses and acquisition of lands or waters, or interests therein, $38,000,000,

This language provides the Secretary with authority to use $38,000,000 in appropriated funds to acquire lands or waters or pay administrative expenses to carry out the mission of the program.

### 3. to be derived from the Land and Water Conservation Fund

The language specifies that funding appropriated for land acquisition activities would be derived from the Land and Water Conservation Fund (LWCF), which was enacted by Congress in 1965.

The Act designated that a portion of receipts from offshore oil and gas leases be placed into a fund annually for State and local conservation, as well as for the protection of our national treasures (parks, forest, and wildlife areas).

### 4. and to remain available until expended.

The language makes the appropriations to the account available on a no-year basis. This type of account allows the BLM a valuable degree of flexibility needed to support multi-year land acquisitions, agreements and purchases.

## Appropriation Language Citations and Authorizations

| | |
|---|---|
| ***Federal Land Policy and Management Act of 1976 (FLPMA) (Pub. L. 94-579, Sec. 101 et seq.; 43 U.S.C. 1701 et seq.)*** | Provides authority for acquisition (Pub. L. 94-579, Sec. 205, 206; 43 U.S.C., 1715, 1716) of lands or interests in lands by purchase, exchange, donation, or eminent domain, when it is consistent with the mission of the Department and with land use plans (Pub. L. 94-579, Sec. 205(b); 43 U.S.C., 1715(b)); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Pub. L. 94-579, Sec. 318(d); 43 U.S.C., 1748(d)). |
| ***Federal Land Transaction Facilitation Act of 2000 (FLTFA) (Public Law 106-248)*** | Provided authority for the use of receipts from disposal actions by the BLM to purchase inholdings and lands adjacent to federally designated areas containing exceptional resources, as defined in FLTFA, from willing sellers with acceptable titles, at fair market value, to "promote consolidation of the ownership of public and private lands in a manner that would allow for better overall resource management administrative efficiency, or resource allocation." The 2010 Supplemental Appropriations Act (P.L. 111-212) reauthorized FLTFA for one year, expiring in July 2011. |
| ***Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460l-4 et seq.)*** | Authorizes planning, acquisition, and development of needed land and water areas and facilities; in exercising this authority, appropriated funds from the LWCF may be used for such acquisition to assist in preserving, developing, and assuring accessibility for the benefit of present and future citizens. |
| ***Wild and Scenic Rivers Act of 1968, as amended (16 U.S.C. 1271 et seq.)*** | Authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any federally-administered component of the National Wild and Scenic Rivers System, 1277(d). Similar exchange authority is contained in The National Trails System Act of 1968, as amended 16 U.S.C. 1241et seq.). |
| ***Wilderness Act of 1964 (16 U.S.C. 1131 et seq.)*** | Authorizes the Secretary to acquire privately owned property within the boundary of any area designated as a component of the National Wilderness Preservation System. |

| | |
|---|---|
| ***National Trails System Act of 1968, as amended (16 U.S.C. 1241-1249)*** | Authorizes the Secretary to acquire lands or interests in lands included in the right-of-way selected for a National Historic, National Recreation, or National Scenic Trail; by written cooperative agreement, donation, purchase (with donated or appropriated funds), or exchange. |
| ***Other*** | Other acts such as, the King Range National Conservation Area Act of 1970, as amended (16 U.S.C. 460y); San Pedro Riparian National Conservation Area Act, in Arizona (16 U.S.C. 460xx); Arkansas-Idaho Land Exchange Act of 1992 (P.L. 102-584); Utah School Lands Act (P.L. 103-93); Steens Mountain Cooperative Management and Protection Act of 2000 (16 U.S.C. 460nnn, P.L. 106-399; and California Desert Protection Act of 1994 (P.L. 103-433), authorize the Secretary to enter into acquisitions, including purchase, donation, land exchange. |

**Summary of Requirements**
*(dollars in thousands)*

| | 2014 Actual | | 2015 Enacted | | 2016 President's Budget | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Fixed Cost | Transfers | | Program Changes | | Requested Amount | | Change from 2015 Enacted | |
| | *FTE* | Amount | *FTE* | Amount | | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount |
| **Land Acquisitions** | - | 15,949 | - | 16,226 | +0 | - | +0 | - | +18,158 | - | 34,384 | - | +18,158 |
| **Emergencies, Hardships and Inholdings** | - | 1,616 | - | 1,616 | +0 | - | +0 | - | +0 | - | 1,616 | - | +0 |
| **Acquisition Management** | *10* | 1,898 | *10* | 1,904 | +96 | - | +0 | - | +0 | *10* | 2,000 | - | +96 |
| **Total, Land Acquisition** | ***10*** | **19,463** | ***10*** | **19,746** | **+96** | **-** | **+0** | **-** | **+18,158** | ***10*** | **38,000** | **-** | **+18,254** |

**Note: The total of $19,463,000 does not include +$700,000 for Fire Repayments.**

## Justification of Fixed Costs and Internal Realignments
## Land Acquisition
*(Dollars In Thousands)*

| Fixed Cost Changes and Projections | 2015 Total or Change | 2015 to 2016 Change |
|---|---|---|
| **Change in Number of Paid Days** | - | +22 |
| This column reflects changes in pay associated with the change in the number of paid days between 2015 and 2016. total paid days for FY 2016 is 262 which is one day (+1) increase from FY 2015 paid days of 261. FTE hours for FY 2016 is 2096. | | |
| **Pay Raise** | +57 | +71 |
| The change reflects the salary impact of a programmed pay raise increases. This estimate relects one quarter (October-December) of the programmed pay raise for 2015. This estimate reflects three quarter (January - September) of the programmed pay raise for 2016. | | |
| **Seasonal Federal Health Benefit Increase** | - | - |
| The change reflects changes in the fixed cost portion of the Seasonal Health Benefits Model. Remaining costs associated with offering Health Benefits to seasonal employees are reflected as program changes in the Administrative Support subactivity. | | |
| **Employer Contribution to FERS** | 42 | 3 |
| The change reflects the directed increase of 0.5% in employer's contribution to the Federal Employee Retirement System. This estimate captures an increase of 0.5% to FY2016 employer contribution to the Federal Employee Retirement Service (FERS). The FY2015 FERS contribution assumption was 13.2%. The FY2016 level is 13.7%. The baseline for these estimates is the FY2014 pay actuals. | | |

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# Activity: Land Acquisition

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Land Acquisitions | *$000* | 15,949 | 16,226 | +0 | +0 | +18,158 | 34,384 | +0 |
| | *FTE* | 0 | 0 | | +0 | +0 | 0 | +0 |
| Emergency & Hardships | *$000* | 1,616 | 1,616 | +0 | +0 | +0 | 1,616 | +0 |
| | *FTE* | 0 | 0 | | +0 | +0 | 0 | +0 |
| Acquisition Management | *$000* | 1,898 | 1,904 | +96 | +0 | +0 | 2,000 | +96 |
| | *FTE* | 10 | 10 | | +0 | +0 | 10 | +0 |
| Total, Land Acquisition | *$000* | 19,463 | 19,746 | +96 | +0 | +18,158 | 38,000 | +96 |
| | *FTE* | 10 | 10 | | +0 | +0 | 10 | +0 |

*The 2014 total of $19,463,000 does not include +$700,000 for Fire Repayments*

| Other Resources Supporting Land Acquisitions: | | | | | |
|---|---|---|---|---|---|
| | | 2014 Actual | 2015 Estimate | 2016 Estimate | Change from 2015 |
| Permanent Land Acquisition | *$000* | 0 | 0 | 55,397 | +55,397 |

Notes:

*In addition, the Administration will submit a legislative proposal to permanently authorize annual funding without further appropriation from the Land and Water Conservation Fund*

The 2016 budget proposes to fund the Land Acquisition program with an appropriation from the Land and Water Conservation Fund at a total level of $38,000,000 and 10 FTE, a program change of +$18,158,000 and 0 FTE from the 2015 enacted level.

## Activity Description

The BLM is authorized to acquire intermingled and adjacent non-Federal lands through purchase, exchange, and donation for specified public benefits. Consolidation of the public lands through land acquisition increases management efficiency in pursuing land management goals such as maintaining open space, providing opportunities for environmentally responsible recreation, preserving natural and cultural heritage resources, restoring at-risk botanical, fisheries and wildlife resources, and maintaining functioning ecosystems. The BLM's Land Acquisition program utilizes Land and Water Conservation Fund (LWCF) monies for Land Acquisition, Emergencies, Hardships, and Inholdings, and Acquisition Management.

In addition to acquiring land by purchase with LWCF appropriated funds, the BLM acquires land by exchange. When an exchange is proposed, every attempt is made to equalize values between the lands coming into Federal ownership and the lands leaving Federal ownership. In those instances where land values are not equal, the BLM attempts to equalize land values by decreasing or increasing the land leaving Federal ownership. In certain instances where values are not equal and there is no available land in Federal ownership to equalize values, a cash payment can be made to the exchange proponent. This cash payment, an equalization payment, cannot exceed 25 percent of the difference between the values of the lands coming into Federal ownership and the lands leaving Federal ownership.

| Major Components of BLM's Land Acquisition Program | | | | |
|---|---|---|---|---|
| ($000) | 2014 Actual | 2015 Enacted | 2016 | |
| | | | Discretionary | Mandatory |
| Land Acquisition - Core Projects | 3,820 | 5,000 | 10,442 | 15,299 |
| Land Acquisition - Collaborative Projects | 12,129 | 9,226 | 19,942 | 29,598 |
| **Total Land Acquisition Project Funding** | **15,949** | **14,226** | **30,384** | **44,897** |
| Sportsman/Recreational Access | | 2,000 | 4,000 | 6,000 |
| Acquisition Management | 1,898 | 1,904 | 2,000 | 3,000 |
| Emergencies, Hardships, & Inholdings | 1,616 | 1,616 | 1,616 | 1,500 |
| **Total BLM Land Acquisition Funding** | **19,463** | **19,746** | **38,000** | **55,397** |

# Activity: Land Acquisition
# Subactivity: Land Acquisition

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Land Acquisitions | *$000* | 15,949 | 16,226 | +0 | +0 | +18,158 | 34,384 | +18,158 |
| | *FTE* | 0 | 0 | | +0 | +0 | 0 | +0 |

| Summary of 2016 Program Changes/Internal Transfers for Land Acquisitions: | ($000) | FTE |
|---|---|---|
| High-Priority Projects | +18,158 | +0 |
| Total | +18,158 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Land Acquisitions program is $34,384,000, a program change of +$18,158,000 and 0 FTE from the 2015 enacted level.

**High Priority Projects (+$18,158,000 / 0 FTE)** - In 2016, the BLM will acquire high priority acquisition projects in the core and collaborative landscape planning land acquisition programs. The 2016 core program is $10.4 million and will fund nine of BLM's highest priorities. The collaborative landscape-planning component builds on efforts begun in 2011 to invest strategically in interagency landscape-scale conservation projects while continuing to meet bureau-specific programmatic needs. The Department of the Interior and the U.S. Forest Service (USFS) collaborated extensively to develop a process to more effectively coordinate land acquisitions with government and local community partners to achieve the highest priority shared conservation goals. The 2016 request includes a total of $19.9 million for four collaborative landscapes consisting of nine projects. Within this total, the BLM includes $9.2 million for the Upper Rio Grande landscape, $5.8 million for the High Divide landscape, $2.6 million for the Rivers of the Chesapeake landscape and $2.3 million for projects that are part of the National Trails System landscape. The 2016 request also includes a total of $4.0 million to benefit Sportsmen/Recreational access, a program change of +$2.0 million from the FY2015 enacted level.

## Legislative Change

**Permanent Appropriation: Permanent Land Acquisition –** The Department of the Interior will submit a legislative proposal to permanently authorize annual funding, without further appropriation or fiscal year limitation for the Land and Water Conservation Fund (LWCF). Starting in 2017, $900 million annually in permanent funds would be available. During the transition to full permanent funding in 2017, the budget proposes $900 million in total LWCF funding in FY 2016, comprised of $500 million in permanent and $400 million discretionary funds. The amounts requested include the authorized levels for the Department of the Interior and the Department of Agriculture.

In 2016, the budget requests $38.0 million in discretionary funds for Federal land. The mandatory proposal includes $55.4 million for Federal land acquisition.Land acquisition funds are also used to secure access for the American public to their Federal lands. Concurrent with the America's

Great Outdoor initiative, these funds will invest in acquisitions to better meet recreation access needs by working with willing landowners to secure rights-of-way, easements or fee simple lands that provide access or consolidate Federal ownership so the public has unbroken spaces to recreate, hunt, and fish. BLM will focus $4.0 million in discretionary funding and $6.0 million in mandatory funding towards projects to acquire access for sportsmen/recreation access.

## Program Overview

The Land Acquisitions Program promotes the conservation of natural landscapes and resources by consolidating public lands through purchase, exchange and donation to increase management efficiency and preserve areas of natural, cultural, and recreational importance. Acquisition projects occur within or adjacent to nationally-designated management units, including National Monuments, National Conservation Areas, Wilderness, National Wild and Scenic Rivers, National Scenic Trails, and National Historic Trails, as well as in BLM-designated Areas of Critical Environmental Concern and Special Recreation Management Areas. Land acquisition funding is also necessary to acquire small parcels of land or access easements through these lands to provide public access to landlocked BLM lands. The BLM estimates 23 million acres (or nine percent) of BLM-managed public lands lack public access or have inadequate public access, primarily due to checkerboard land ownership patterns. Securing and improving public access to these lands will serve various recreational activities, including hunting and fishing.

The BLM utilizes funding from other sources such as from the *Southern Nevada Public Land Management Act* and other land sale authorizations. The Budget includes a legislative proposal to reauthorize the Federal Land Transaction Facilitation Act (FLTFA) and allow lands identified as suitable for disposal in recent land use plans to be sold using FLTFA authority. FLTFA sales revenues would continue to be used to fund the acquisition of environmentally sensitive lands and the administrative costs associated with conducting sales, which would provide funding for land acquisition as well. These legal authorities are described in the Lands and Realty Management section of the Management of Lands and Resources chapter, and various land sale accounts are described in the Permanent Operation Funds chapter.

The national Collaborative Landscape Planning (CLP) priority projects contained in this document reflect the collaborative efforts between the Departments of Interior and Agriculture in specific focal areas. As part of the landscape program, Interior bureaus collaborated extensively with the USFS and with government and local community partners to plan projects to achieve the highest priority shared landscape-scale conservation goals. An interagency team of BLM, U.S. Fish and Wildlife Service, National Park Service, and USFS experts identified a number of ecosystems throughout the Nation where high priority shared conservation goals could be achieved based on existing locally-driven conservation efforts. The prospective projects were evaluated according to criteria that included:

- Process: ensure proposals are community-driven, collaborative, and cost-effective;
- Outcome: ensure proposals contribute to informed, science-based, important local landscape-scale outcomes, so that Federal resources strategically achieve land management objectives;
- Urgency: ensure funding decisions acknowledge where funds must be spent sooner rather than later to achieve outcomes or prevent harm, versus areas where outcomes could be achieved even if funding were postponed; and,

- Contribution to National/Regional priorities: ensure outcome goals contribute to regional and national priorities.

After analyzing the results of this process, bureau directors advised the Secretary on the development of the final CLP acquisitions to be incorporated in the integrated land acquisition lists.

Mandatory Appropriation: Permanent Land Acquisition - The Department of the Interior's FY 2016 budget request proposes a multi-year strategy leading to full and mandatory funding for the LWCF. Mandatory funding would help to fulfill the commitment of LWCF: a fair return of the profits from developing the Nation's offshore oil and gas resources to improve and increase the availability of outdoor opportunities for all Americans. The FY 2016 mandatory request through LWCF would provide an additional $55.4 million for BLM land acquisition activities, for a total of $93.4 million between discretionary funding and the mandatory proposal. The complete listing of proposed projects would cover the top 25 BLM priorities, located in 12 States.

The joint Interior-Agriculture National Selection Committee identified a number of ecosystems throughout the Nation where high priority shared conservation goals can be achieved based on existing locally-driven conservation efforts. Through the rigorous merit based evaluation process, eight ecosystems were selected for inclusion in the 2016 budget. The BLM is involved in seven of those landscapes including the Upper Rio Grande, High Divide, Rivers of the Chesapeake, National Trails System, Florida-Georgia Long Leaf Pine, Pathways to the Pacific, and Northern California Coastal.

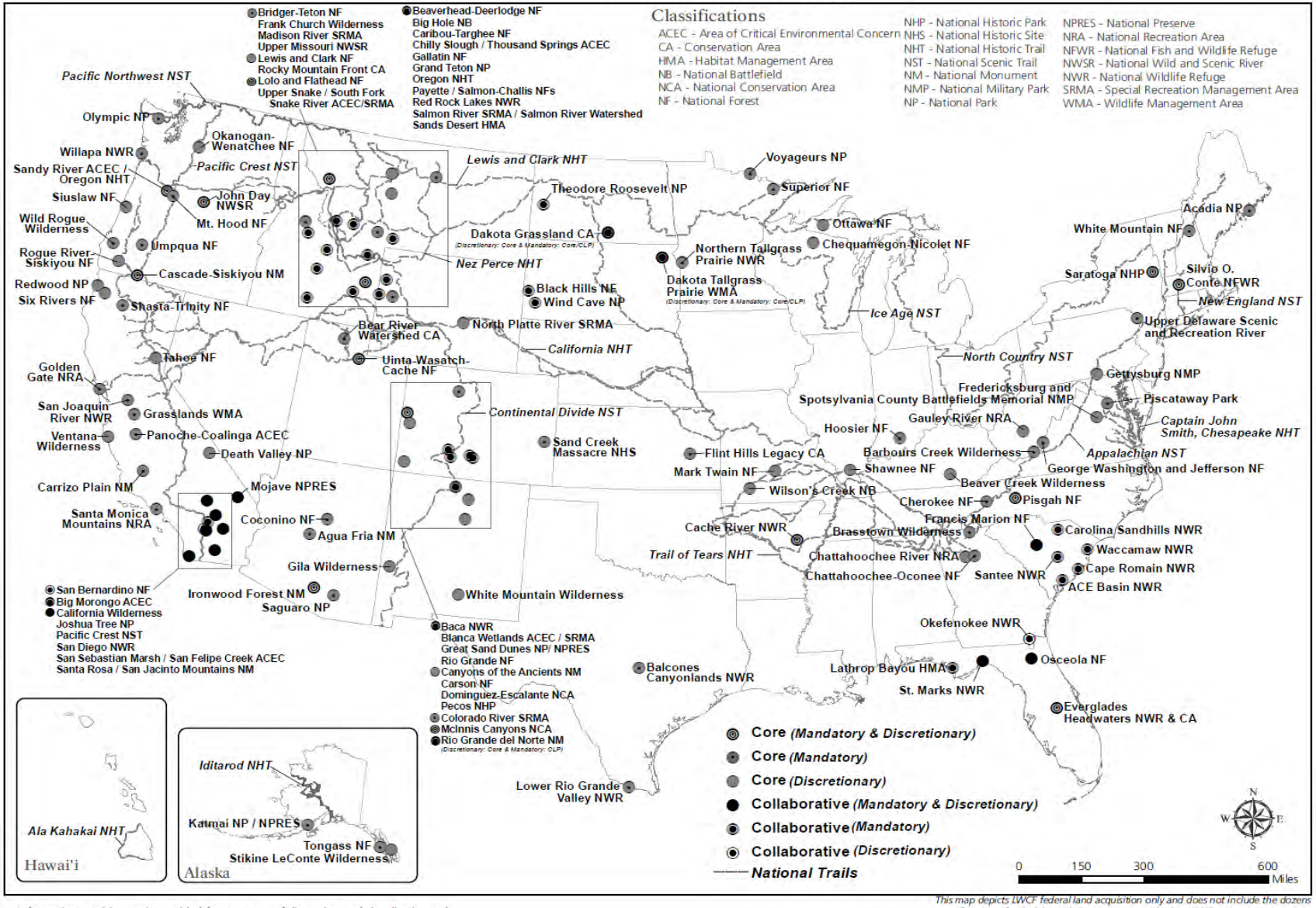
Investing now in these ecologically important but threatened landscapes will ensure that they remain resilient in the face of development pressures and global climate change. Smart investment in strategic conservation in these landscapes will prevent further ecosystem decline or collapse, which is expected to preclude the need for future investments in restoration.

## 2016 Program Performance

In 2016, the BLM has plans for 18 acquisition projects (nine core and nine collaborative) in ten States using discretionary funding. With mandatory funding, the BLM has plans for 15 acquisition projects (five core and ten collaborative) in 9 States. These acquisitions will strengthen the BLM's efforts to preserve wildlife habitat and wilderness, conserve and protect cultural and historic resources, retain open space, and enhance public recreation opportunities in the western U.S. in perpetuity. The BLM will utilize innovative methods to acquire lands, including conservation easements, leveraged purchases, and the purchase of development rights where these methods meet management objectives and landowner needs. Planned acquisitions for 2016 are listed on the following page. The subsequent pages include maps of the acquisition projects and project descriptions.

The following lists of proposed land acquisition projects is the current set of land acquisition priorities that has been vetted and approved by the BLM and Departmental leadership to meet the high priority programmatic needs during fiscal year 2016.

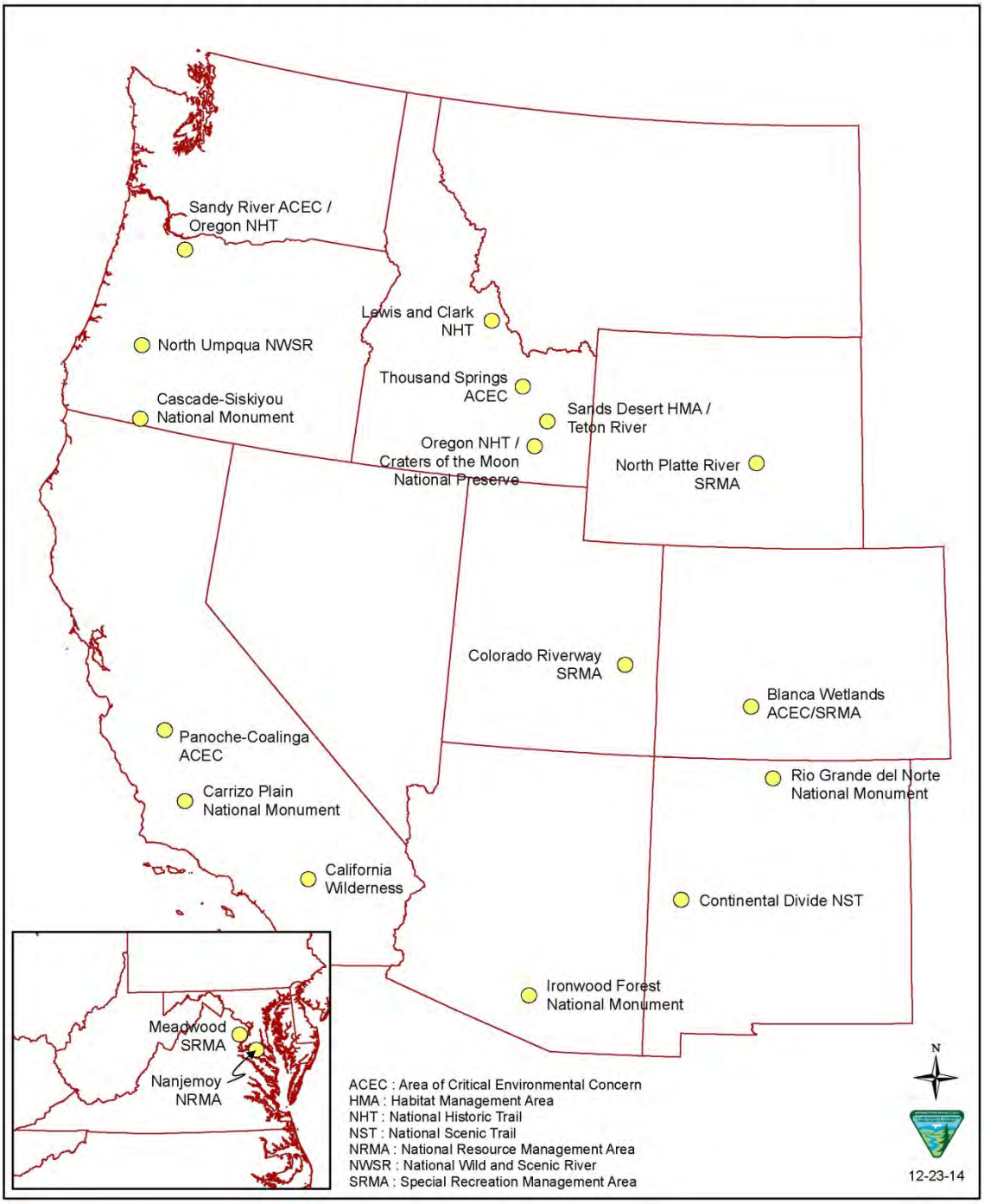
# Land and Water Conservation Fund
## Land Acquisition Budget Proposal FY2015



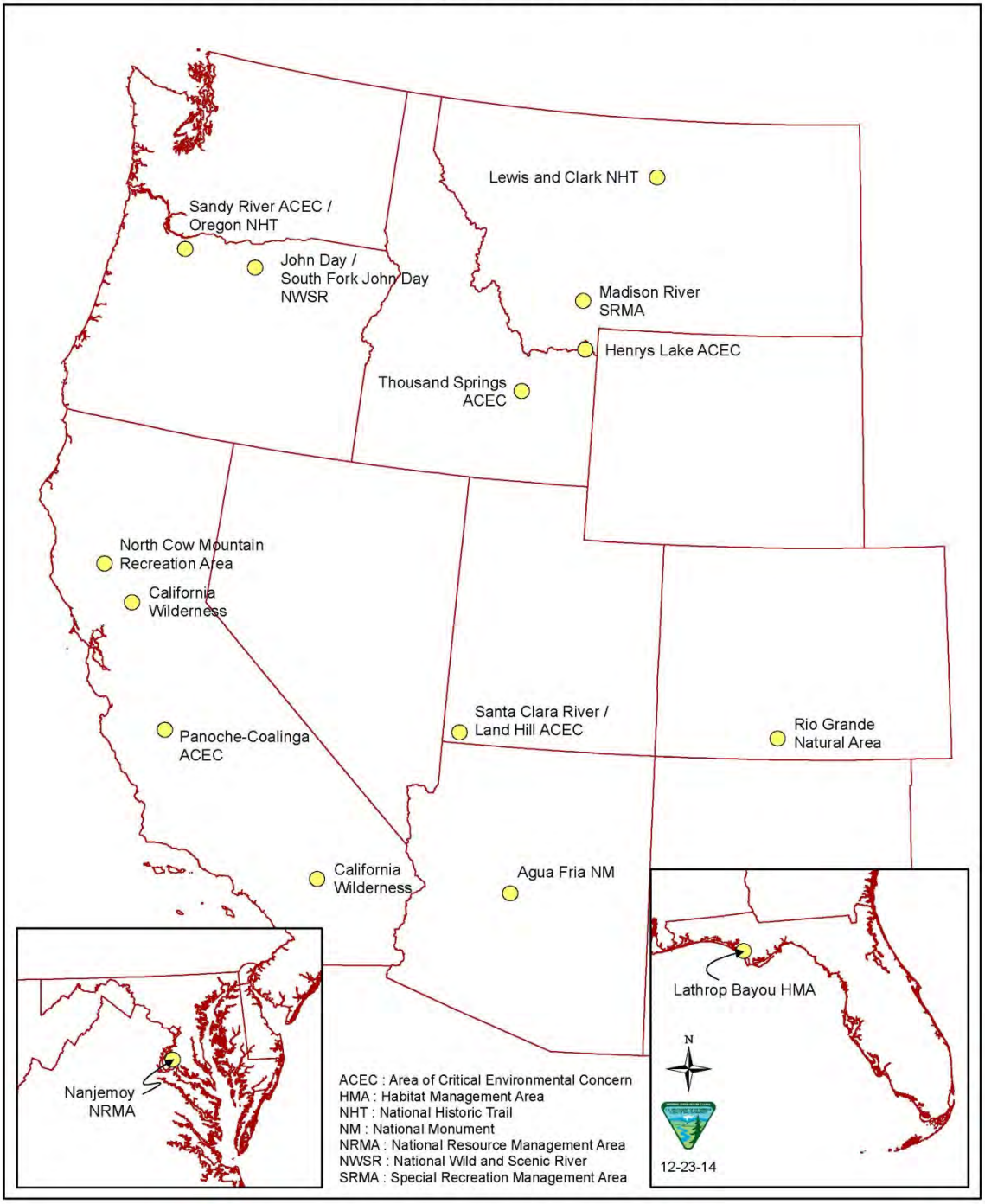

*Information on this map is provided for purposes of discussion and visualization only*

*This map depicts LWCF federal land acquisition only and does not include the dozens of projects funded through Forest Legacy, and other LWCF state grant programs.*

# Bureau of Land Management
# Land and Water Conservation Fund
# 2016 National Project Priorities (Discretionary)



# Bureau of Land Management
# Land and Water Conservation Fund
# 2016 National Project Priorities (Mandatory)



Bureau of Land Management
Land and Water Conservation Fund
FY2016 National Project Discretionary Priorities

8 January 2015

| Rank | State | **Collaborative Landscape**/Project Name or Core Project Name[1] | FY2016 President's Budget Request (Discretionary) |
|---|---|---|---|
| 1 | | **Upper Rio Grande** | |
| | CO | Blanca Wetlands ACEC/SRMA | $6,346,000 |
| | NM | Rio Grande del Norte National Monument | $2,900,000 |
| | | Upper Rio Grande Total | $9,246,000 |
| 2 | WY | North Platte River SRMA | $1,310,000 |
| 3 | OR | Sandy River ACEC/Oregon National Historic Trail | $750,000 |
| 4 | AZ | Ironwood Forest National Monument | $1,000,000 |
| 5 | | **High Divide** | |
| | ID | Lewis and Clark National Historic Trail | $740,000 |
| | ID | Sands Desert Habitat Management Area/Teton River | $3,500,000 |
| | ID | Thousand Springs ACEC | $250,000 |
| | ID | Oregon National Historic Trail/Craters of the Moon NP | $1,315,000 |
| | | High Divide Total | $5,805,000 |
| 6 | CA | Panoche-Coalinga ACEC | $900,000 |
| 7 | CA | Carrizo Plain National Monument | $300,000 |
| 8 | | **Rivers of the Chesapeake** | |
| | VA | Meadowood SRMA | $2,400,000 |
| | MD | Nanjemoy National Resource Management Area | $191,000 |
| | | Rivers of the Chesapeake Total | $2,591,000 |
| 9 | OR | Cascade-Siskiyou National Monument | $2,600,000 |
| 10 | | **National Trails System** | |
| | NM | Continental Divide National Scenic Trail | $2,300,000 |
| | | National Trails System Total | $2,300,000 |
| 11 | CA | California Wilderness | $482,000 |
| 12 | OR | North Umpqua National Wild and Scenic River | $2,000,000 |
| 13 | UT | Colorado Riverway SRMA | $1,100,000 |
| | | **Total** Core Projects | $10,442,000 |
| | | **Total** Collaborative Projects | $19,942,000 |
| | | **Total Line Item Projects** | $30,384,000 |
| | | Sportsman/Recreational Access | $4,000,000 |
| | | Emergency/Inholding/Hardship | $1,616,000 |
| | | Acquisition Management | $2,000,000 |
| | | **TOTAL** | **$38,000,000** |

[1]Acronyms
ACEC = Area of Critical Environmental Concern
NP = National Preserve
SRMA = Special Recreation Management Area

Bureau of Land Management
Land and Water Conservation Fund
FY2016 National Project Mandatory Priorities

12 January 2015

| Rank | State | **Collaborative Landscape**/Project Name or Core Project Name[1] | FY2016 President's Budget Request (Mandatory) |
|---|---|---|---|
| 14 | | **Upper Rio Grande** | |
| | CO | Rio Grande Natural Area | $3,850,000 |
| | | Upper Rio Grande Total | $3,850,000 |
| 15 | OR | John Day National Wild and Scenic River | $4,000,000 |
| 16 | | **High Divide** | |
| | MT | Madison River SRMA | $8,300,000 |
| | ID | Thousand Springs ACEC | $200,000 |
| | ID | Henrys Lake ACEC | $296,000 |
| | | High Divide Total | $8,796,000 |
| 17 | CA | California Wilderness | $2,299,000 |
| 18 | | **Rivers of the Chesapeake** | |
| | MD | Nanjemoy National Resource Management Area | $465,000 |
| | | Rivers of the Chesapeake Total | $465,000 |
| 19 | CA | Panoche-Coalinga ACEC | $3,800,000 |
| 20 | | **National Trails System** | |
| | MT | Lewis and Clark National Historic Trail | $4,750,000 |
| | | National Trails System Total | $4,750,000 |
| 21 | AZ | Agua Fria National Monument | $3,300,000 |
| 22 | | **Florida-Georgia Long Leaf Pine** | |
| | FL | Lathrop Bayou Habitat Management Area | $412,000 |
| | | Florida-Georgia Long Leaf Pine Total | $412,000 |
| 23 | UT | Santa Clara River/Land Hill ACEC | $1,900,000 |
| 24 | | **Pathways to the Pacific** | |
| | OR | John Day/South Fork John Day National Wild and Scenic River | $7,075,000 |
| | OR | Sandy River ACEC/Oregon National Historic Trail | $1,000,000 |
| | | Pathways to the Pacific Total | $8,075,000 |
| 25 | | **Northern California Coastal** | |
| | CA | North Cow Mountain Recreation Area | $3,250,000 |
| | | Northern California Coastal Total | $3,250,000 |
| | | **Total** Core Projects | $15,299,000 |
| | | **Total** Collaborative Projects | $29,598,000 |
| | | **Total Line Item Projects** | $44,897,000 |
| | | Sportsman/Recreational Access | $6,000,000 |
| | | Emergency/Inholding/Hardship | $1,500,000 |
| | | Acquisition Management | $3,000,000 |
| | | **TOTAL** | **$55,397,000** |

[1]Acronyms
ACEC = Area of Critical Environmental Concern
SRMA = Special Recreation Management Area

# Blanca Wetlands Area of Critical Environmental Concern/ Special Recreation Management Area

| State: Colorado | County: Alamosa | Congressional District: 3 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Southern Colorado, approximately 17 miles northeast of Alamosa. |
| Purpose | Acquire/restore critical playa wetland systems to provide essential wildlife habitat to multiple threatened and endangered species and offer important public recreational opportunities. |
| Purchase Opportunities | The Nature Conservancy acquired these lands in 2004 as part of the creation of the Great Sand Dunes National Park & Preserve and the Baca National Wildlife Refuge. Owner is a highly-motivated willing seller. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 1,115 | $1,404,600 |
| Exchange[2] | 1,269 | $10,500 |
| Donation[2] | 80 | $4,600 |
| Other | 233 | $293,500 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 12,678 | $6,346,000 |
| *Pending* Future Action | | |
| Pending | 160 | $80,000 |

| | |
|---|---|
| Partner(s) | The Nature Conservancy. |
| Cooperator(s) | National Park Service, U.S. Fish and Wildlife Service, Bureau of Reclamation, Colorado Division of Wildlife, Ducks Unlimited, Wetlands Focus Area Committee, Intermountain West Joint Venture. |

**Project Description**

Long ago, a network of playa lakes and marshes shimmered in the desert scrub of the San Luis Valley (SLV). The skies were blackened by thousands of birds drawn to these wetlands for breeding, resting, and foraging during their long migrations. During the past few decades surface water has become significantly over-appropriated as more and more wells have been drilled into the aquifers causing the lowering of the SLV's water table. The effects have now caused these wetlands to start disappearing at a rapid rate. State and federal agencies initiated wetland restoration efforts in the 1960's as bird populations were plummeting. A critical component of the restoration efforts was the development of the BLM's Blanca Wetlands Area (BWA). The newly-expanded Blanca Wetlands Area of Critical Environmental Concern covers over 124,000 acres, 10,000 acres of which are managed by the BLM as a wetlands network of playa lakes, ponds, marshes and wet meadows. The BLM and its partners have made great strides in preserving and managing the Blanca Wetlands landscape to provide rich and diverse habitats for wildlife and a haven for people.

The Blanca Wetlands ACEC is an Important Bird Area in Colorado and a key site for the Intermountain West Joint Venture shorebird science team and a nationally significant wildlife resource area. The diverse wetlands found here provide important habitats for 13 threatened and endangered species and 160 species of water birds. The project would fulfill goals identified in the Integrated Activity Plan for Blanca Wetlands (1995) by purchasing over 12,000 acres of land bordering the northern boundary of the site. These acquisitions are imperative for connectivity of wetlands across the SLV and would essentially merge wetlands owned by BLM, State of Colorado, NPS, FWS, and TNC. This would also encourage management across jurisdictions to achieve broad scale resource objectives.

O&M Cost — Estimated "start up" cost: $75,000 — Estimated "annual" maintenance: $40,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Rio Grande del Norte National Monument

| State: New Mexico | County: Taos | Congressional District: 3 | Priority: |
|---|---|---|---|

**Location:** Northern New Mexico, approximately 30 miles northwest of Taos.

**Purpose:** Acquire private inholdings within the Monument, preserve traditional uses, secure connectivity to the Rio Grande NWSR corridor, preserve avian and wildlife habitat, protect prehistoric human habitation sites, and improve recreation & tourism.

**Purchase Opportunities:** Multiple parcels within the Monument face immediate threat of off-the-grid rural residential development. Landowners are interested in selling and third party partners are engaged.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 17,228 | $21,000,000 |
| Exchange[2] | 16,032 | $6,412,800 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 5,448 | $2,900,000 |
| *Pending* Future Action | | |
| Pending | 13,960 | $16,850,000 |

**Partner(s):** Rocky Mountain Elk Foundation, The Trust for Public Land.

**Cooperator(s):** New Mexico Department of Game and Fish (NMDGF), Rio Grande del Norte Coalition, New Mexico Wilderness Alliance, New Mexico Wildlife Federation, The Wilderness Society, Trout Unlimited, and Backcountry Hunters & Anglers.

**Project Description:**

The 42,500-acre Rio Grande del Norte National Monument landscape is comprised of rugged, wide open plains at an average elevation of 7,000 feet, dotted by volcanic cones, and cut by steep canyons with rivers tucked away in their depths. The Rio Grande National Wild and Scenic River carves an 800-foot-deep gorge through layers of volcanic basalt flows and ash. Among the volcanic cones in the Monument, Ute Mountain is the highest, reaching 10,093 feet.

Private inholdings within the Monument are vulnerable to increasing residential and "off grid" rural residential development and subdivision. Acquisition of inholdings would enhance BLM's ability to protect fragile cultural, biological and scenic resources within the Monument, secure and increase traditional and recreational access, and prevent fragmentation of a vital interstate wildlife migration corridor and crucial winter range. Cultural significance of the area dates back 14,000 years to the Pleistocene era, when native hunters first followed the massive migrating herds of Mammuthus primigenius (wooley mammoth) and Bison antiquus (mega bison), into the region. The Plateau is rife with remains of the earliest known human cultures in the hemisphere with petroglyphs, tipi rings, wickiup structures, arrow heads, and pottery shards scattered across the landscape. Continuing archaeological investigation has documented over 500 recorded sites. Several Native American tribes and descendants of Hispanic settlers continue to use these lands as important areas for hunting, native plant and fire-wood gathering, and grazing. Hunting, camping, wildlife viewing, fishing and renowned whitewater rafting contribute much-needed economic revenue to nearby rural communities. Access to the interior of the Monument and preservation of the rugged, wide-open landscape and vistas would be preserved through land acquisition.

Acquisition would also protect habitat for multiple species, including Gunnison's Prairie dog, loggerhead shrike and burrowing owl, both BLM sensitive species. The New Mexico Department of Fish and Game identified this area as the most important winter range habitat for elk populations moving between Colorado and New Mexico. Up to 10,000 elk winter on the plateau each year.

**O&M Cost:** Estimated "start up" cost: $5,000 Estimated "annual" maintenance: $10,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# North Platte River Special Recreation Management Area

| State: Wyoming | County: Natrona | Congressional District: 1 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Central Wyoming, up to 50 miles southwest of Casper. |
| Purpose | Enhance public recreation opportunities, preserve riparian/wetland and endangered species habitat along the North Platte River, and conserve Greater Sage-grouse habitat. |
| Purchase Opportunities | Multiple riverfront opportunities, facing threats from commercial and rural residential development and mining, are immediately available. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 1,063 | $6,996,000 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 706 | $890,000 |
| Proposed for FY2016 | | |
| Purchase | 154 | $1,310,000 |
| *Pending* Future Action | | |
| Pending | 36,620 | $40,420,000 |

| | |
|---|---|
| Partner(s) | The Conservation Fund. |
| Cooperator(s) | Wyoming Game and Fish Department, City of Casper, Platte River Parkway Trust, Wyoming Fly Casters, North Platte Walleyes Unlimited. |

**Project Description**

Weaving a fragile thread of green through the high plains of central Wyoming, the vegetative corridor hugging the banks of the North Platte River represents the rarest of Western ecosystems, only 1% of land in Wyoming constitutes riparian/wetland habitat. The 4,600-acre North Platte River Special Recreation Management Area (SRMA) includes a 45-mile segment of the North Platte, between Pathfinder National Wildlife Refuge (administered by the U.S. Fish and Wildlife Service) and the City of Casper. While the flow of the North Platte is regulated, the river remains lightly impacted by agriculture, mining, and rural residential subdivision. Native cottonwood stands along the river are critical to a wintering bald eagle population. The Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails, diverging from and interpreted at Casper's National Historic Trails Interpretive Center were established along the natural contour of the North Platte River valley more than a century ago.

An intermingled land ownership pattern stymies public access to and use of the river. Minutes away from Casper's 50,000 residents, local outdoor enthusiasts and area visitors have turned to the BLM to address their growing demand for river access. The popularity of the Platte River Parkway, Casper's highly successful "greenway" project initiated in 1982, and public fishing access easements purchased by the Wyoming Game and Fish Department along the North Platte are indicators of public use. The North Platte is regarded by the WGFD as as a "Blue Ribbon/Class I" trout fishery.

The project area overlaps 62,000 acres of Greater Sage-grouse core habitat amidst a vast, relatively untrammeled landscape of short grass prairies and sagebrush steppe communities intermixed with mountain shrubs and bounded by riparian corridors. Uplifts along with sandstone hogbacks and cuestas add color and create visual diversity. The combination of these varied components is critical to the life cycle and long-term survival of the Greater sage-grouse.

| O&M Cost | Estimated "start up" cost: $50,000 | Estimated "annual" maintenance: $15,000 |
|---|---|---|

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Sandy River Area of Critical Environmental Concern
# Oregon National Historic Trail

| State: Oregon | County: Clackamas, Multnomah | Congressional District: 3 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Northwest Oregon, 20 miles southeast of Portland. |
| Purpose | Preservation of the Sandy/Salmon River gorge and interwoven Oregon National Historic Trail corridor, providing for the protection of open space, scenic, recreation, fisheries and wildlife values. Improve public recreational access to the river corridor. |
| Purchase Opportunities | Multiple properties facing immediate threat from commercial and rural residential development and subdivision, and degrading land use practices. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 3,150 | $16,883,000 |
| Exchange[2] | 3,548 | $15,761,730 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 1,500 | $6,660,115 |
| Proposed for FY2016 | | |
| Purchase | 20 | $750,000 |
| *Pending* Future Action | | |
| Pending | 667 | $6,200,000 |

| | |
|---|---|
| Partner(s) | Western Rivers Conservancy. |
| Cooperator(s) | U.S. Forest Service, State of Oregon, Clackamas and Multnomah Counties, METRO (regional government body), Cities of Portland and Sandy, Portland General Electric (PGE), The Nature Conservancy, Northwest Steelheaders, Oregon Trout, Sand River Watershed. |
| Project Description | A breath-taking scenic corridor immediately east of metropolitan Portland, the Sandy and Salmon Rivers descend from the forested slopes of Mount Hood, harboring a rich diversity of animal and plant populations, within secluded riparian and wetland areas. Multiple threatened salmonid species, including Lower Columbia Chinook and Coho salmon and Steelhead use these turbulent waters for spawning and rearing their young before returning to the Pacific Ocean via the Columbia River. Old growth stands of Douglas fir contain prime habitat for the threatened northern spotted owl.<br><br>The 29,000-acre Sandy River Area of Critical Environmental Concern (ACEC) project offers exceptional recreational opportunities for fishing, hiking, wildlife viewing, nature study, and non-motorized boating or floating. The project is easily accessible from the Portland metro area, the Northwest's second largest population center. Within the project area is the route of the historic Barlow Trail, the western segment of the Oregon National Scenic Trail. The project shares a common boundary with the Salmon-Huckleberry Wilderness, administered by the U.S. Forest Service.<br><br>PGE recently completed removal of their Bull Run hydroelectric project, including dams on both the Sandy and Little Sandy Rivers. Dam removal has restored the free flowing character of the Sandy River. Numerous projects designed to improve public access and enhance and restore habitat for listed species have been undertaken by the BLM and its partners on and adjacent to recently acquired parcels within the project area. |
| O&M Cost | Estimated "start up" cost: $5,000 — Estimated "annual" maintenance: $1,500 |

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Ironwood Forest National Monument

| State: Arizona | County: Pima | Congressional District: 7 | Priority: |
|---|---|---|---|

**Location:** Southeast Arizona, approximately 25 miles northwest of Tucson.

**Purpose:** To prevent rural residential development and subdivision, and mining within Ironwood Forest National Monument, and provide long-term protection of ecosystem, open space, species and watershed values.

**Purchase Opportunities:** Inholding parcels are available from highly-motivated willing sellers. Acquisition of these parcels would consolidate land ownership and improve Monument management.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 358 | $737,000 |
| Exchange[2] | 41 | $24,500 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 602 | $1,000,000 |
| *Pending* Future Action | | |
| Pending | 4,789 | $12,283,000 |

**Partner(s):** Arizona Land and Water Trust.

**Cooperator(s):** Tohono O'odham Indian Nation, Pima County, Friends of Ironwood Forest

**Project Description:**

Taking its name from one of the longest living trees in the Arizona desert, the 129,000-acre Ironwood Forest National Monument is a true Sonoran Desert showcase. The Ironwood is a very long-lived tree, with some specimens estimated to be more than 800 years old. Ironwood is a keystone species because it provides a nursery environment of shade and protection that enables young seedlings of other species to become established despite the harsh desert climate, where night-time lows can exceed 105°F. Studies by the Arizona-Sonora Desert Museum have documented 560 plant species within the Monument. Resident birdwatchers have documented more than 80 species of migratory and non-migratory birds.

Available parcels, located in the remote heart of the Monument, have immediate rural residential subdivision development potential, however they are still pristine tracts possessing natural resources that are characteristic of the Monument. The Monument's heart provides habitat to a small population of Nichol Turk's Head cactus, occurring in localized limestone-rich areas. The Nichol Turk's Head is a very slow-growing cactus. It was listed as endangered in 1976 and has an approved recovery plan.

More than 200 Hohokam and Paleoindian archaeological sites dated between 600 and 1450 (including many petroglyphs) have been identified on adjacent Monument land, some are likely to occur on these tracts.

The Silverbell acquisition would allow public access to the peak of Ragged Top Mountain; the Monument's crown jewel and most distinctive geologic feature. Acquisition would improve future access to Monument lands, increase recreational amenities, protect plant and animal habitat, and limit the rapidly encroaching rural residential development occurring in the area.

**O&M Cost:** Estimated "start up" cost: $5,000 Estimated "annual" maintenance: $1,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Lewis and Clark National Historic Trail

| State: Idaho | County: Lemhi | Congressional District: 2 | Priority: |
|---|---|---|---|

**Location:** Central Idaho, 8 miles north of Salmon.

**Purpose:** Protect a portion of the Lewis and Clark National Historic Trail (LCNHT); special landscapes; scenic viewshed; historic and cultural resources; provide LCNHT access; ensures resiliency and connectivity of terrestrial and related ecosystems.

**Purchase Opportunities:** Unique opportunity to purchase one property in fee and conserve an additional property with a conservation easement to protect and provide addition access to over four miles of the Lewis and Clark Trail.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 1,336 | $2,714,500 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 42 | $141,500 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 437 | $740,000 |
| *Pending* Future Action | | |
| Pending | 0 | $0 |

**Partner(s):** The Nature Conservancy, Lemhi Regional Land Trust.

**Cooperator(s):** Idaho Department of Fish and Game, local County support, State of Idaho, local Trails Committee, Central Idaho Rangeland Committee, Heart of the Rockies Initiative, National Park Service.

**Project Description:**

A portion of the Lewis and Clark National Historic Trail crosses a property that is being offered for sale in the Blackhawk subdivision. Acquiring these lots (totaling 20 acres) would provide public and recreational access to four miles the Trail and allow for Corps of Discovery interpretive opportunities to be expanded from the BLM's Discovery Hill to this area. Acquisition would also provide an emergency access route for the City of Salmon.

Additionally the nearby Beaverhead Peaks Ranch is willing to sell a a conservation easement to enable the owners to continue traditional working ranch practices while conserving a portion of the Lewis and Clark National Historic Trail, 417 acres of important wildlife habitat, and tremendous scenic values.

In 1805 the Corps of Discovery had reached the headwaters of the Missouri River, crossed the Lemhi Pass into the Lemhi valley and encountered the central Idaho mountain barrier to the west. Here they Sacagawea's people, the Shoshone, who offered tremendous assitance to the Corps. William Clark took a group of men to explore the opportunity to boat the Salmon River through the mountains to reach the Pacific Ocean. Clark had discovered what the Shoshone had told the Corp was true, that the Salmon River was impassable. Clark returned and rejoined with Lewis and the main Corps of Discovery party at what is now the City of Salmon. His band crossed the two properties twice.

The Shoshone provided the Corps with horses and advised them of a long used Indian trail over what is now Lost Trail Pass to continue their efforts to find a route to the Pacific. Once again the Lewis and Clark expedition crossed the target properties using the ancient Indian trail. In places trail ruts formed by Indians dragging travois are still visible in the area.

**O&M Cost:** Estimated "start up" cost: $5,000 Estimated "annual" maintenance: $500

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Sands Desert Habitat Management Area and the Teton River Wildlife Corridor

| State: Idaho | County: Fremont, Teton | Congressional District: 2 | Priority: |
|---|---|---|---|

**Location:** Southeast Idaho, east, north and west of St. Anthony, extending into the Teton Basin.

**Purpose:** Conserve significant big game migration corridors and crucial winter range, key year round sage and sharp-tail grouse habitat, tremendous hunting opportunities, and archaeological resources.

**Purchase Opportunities:** Multiple willing land owners are seeking a conservation alternative for their properties to keep them as working ranches or secure in public ownership to ensure they will always make a significant wildlife contribution.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 2,037 | $200,000 |
| Exchange[2] | 80 | $40,000 |
| Donation[2] | 0 | $765,000 |
| Other | 0 | $0 |
| Partners | 23,654 | $19,035,247 |
| Proposed for FY2016 | | |
| Purchase | 723 | $3,500,000 |
| *Pending* Future Action | | |
| Pending | 9,272 | $7,700,000 |

**Partner(s):** Teton Regional Land Trust, The Conservation Fund, Rocky Mountain Elk Foundation.

**Cooperator(s):** Idaho Department of Fish and Game (IDFG), Henrys Fork Legacy Project (HFLP), Mule Deer Foundation, Doris Duke Charitable Foundation, Natural Resource Conservation Service, Caribou-Targhee National Forest, Heart of the Rockies Initiative.

**Project Description:** The Sands Desert Habitat Management Area and Teton River Wildlife Corridor encompass some of the best remaining sagebrush steppe habitat, riparian, and fish habitat in the state of Idaho. This high quality habitat supports healthy populations of two species of national importance: the greater sage-grouse (core habitat) and the Columbian sharp-tailed grouse. For Idahoans though, it is best known for its large mammal populations; more than 4,000 elk, 3,000 mule deer and 400 moose winter on the Sands and Teton River public rangelands, the IDFG's 35,000 acre Sand Creek Wildlife Management Area (WMA), and the adjacent private property. Much of the wildlife that people attribute to Yellowstone National Park and the surrounding National Forest lands, leave those public lands in the winter to find refuge from heavy snows at lower elevations. On the west side of Yellowstone the best winter refuge on the Sands Desert and Teton River Corrider. While IDFG's WMA is not small, the lands that have been cobbled together to date are somewhat disconnected and do not encompass some of the best habitat. The value of this habitat was recognized by in the Idaho Fish and Game Comprehensive Wildlife Conservation Strategy, but few opportunities have come about to match willing land-owners with funds for habitat conservation.

These substantial fish and game resources also support outstanding hunting and fishing opportunities for both Idahoans and nonresidents. A high profile OHV program on the St. Anthony Sand Dunes which also supports the local rural economies. Additionally the Shoshone-Bannock Tribes rely heavily on the areas to continue their aboriginal hunting and gathering Treaty rights.

Through a rigorous prioritization process, the HFLP identified a dozen private parcels near the Sand Creek WMA and Teton River that would dramatically improve the protection offered by the WMA as well as existing conserved private properties and would permanently protect migration corridors land connectivity habitat. If successful, this funding would ensure the persistence of the large mammals that need the WMA and Teton River in the winter and two grouse species which can be found there year-round.

**O&M Cost:** Estimated "start up" cost: $5,000 Estimated "annual" maintenance: $1,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Thousand Springs Area of Critical Environmental Concern

| State: Idaho | County: Custer | Congressional District: 2 | Priority: |
|---|---|---|---|

**Location:** Central Idaho, approximately 100 miles west of Idaho Falls.

**Purpose:** Conservation & enhancement of one of Idaho's significant wildlife corridors & habitat areas lying at the base of the state's highest mountain range. Crucial wetland adjacent to sage-brush steppe habitat.

**Purchase Opportunities:** Private property within the area is for sale and has been subdivided threatening migratory birds, sensitive species habitat including year-round sage-grouse use, visual resources, cultural sites, & recreation.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 1,028 | $1,750,000 |
| Partners | 918 | $1,560,600 |
| Proposed for FY2016 | | |
| Purchase | 200 | $250,000 |
| *Pending* Future Action | | |
| Pending | 1,220 | $1,650,000 |

**Partner(s):** Lemhi Regional Land Trust, The Conservation Fund.

**Cooperator(s):** Idaho Department of Fish and Game (IDFG), The Nature Conservancy, Ducks Unlimited, Rocky Mountain Elk Foundation, Idaho State Historic Preservation Office, Heart of the Rockies Initiative.

**Project Description:**

The Thousand Springs/Chilly Slough area is one of the few remaining examples of natural, high desert, spring-fed wetlands. Winter snows melt, gather along a range-front fault and feed thousands of springs to this area. It is the largest wetland in east-central Idaho and is managed jointly by the BLM and the Idaho Fish and Game.

Acquisition of the private parcels are crucial because it encompass the headwaters of the Thousand Springs/Chilly Slough wetlands. Land administered by BLM within the Thousand Springs/ Chilly Slough wetlands is designated an ACEC and is valued for its diversity of wildlife that use it. The Zollinger parcel falls within the boundary delineated in the BLM Thousand Springs/Chilly Slough Habitat Management Plan. Acquisition will assure protection of this wildlife migration corridor and year-round habitat. Currently, the Chilly Slough Wetland Conservation Area protects almost 2,000 acres (BLM has acquired 1,028 acres and IDFG has acquired 918 acres) in public ownership. The 1999 BLM Resource Management Plan for this area allows for the creation of a wetlands management area of approximately 4,400 acres.

One hundred and seventy three wildlife species are known to use Thousand Springs/Chilly Slough wetlands with 113 of those being birds. These wetlands hold a high importance for migratory birds for a refueling spot during their annual migration. The riparian edge and adjacent sage-brush steppe habitat have shown to be important to sage-grouse throughout the year. Numerous historic and prehistoric archeological sites are present in and around the wetlands, and it is highly probable that other prehistoric and historic sites are located within these parcels, one prehistoric site is already known to exist on these private lands proposed for purchase. The Shoshone-Bannock Tribes have expressed interest in using this area for the practice of treaty-reserved rights. Recreational opportunities would include bird watching, hiking, fishing, canoeing, and historical education. Acquisition of this land through fee purchase would help to provide additional access to the wetlands, as well as, provide connectivity between publicly managed lands for wildlife conservation.

**O&M Cost:** Estimated "start up" cost: $2,000 Estimated "annual" maintenance: $1,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Oregon National Historic Trail
# Craters of the Moon National Preserve

| State: Idaho | County: Blaine | Congressional District: 2 | Priority: |
|---|---|---|---|

**Location:** Central Idaho, approximately 65 miles east of Sun Valley.

**Purpose:** Conserve significant big game migration corridors and crucial winter range, key year round sage-grouse core habitat, tremendous hunting opportunities, archaeological & geologic resources.

**Purchase Opportunities:** Multiple willing land owners are seeking a conservation alternative for their properties to keep them as working ranches to ensure they will always make a significant wildlife contribution.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 72,529 | $42,330,200 |
| Proposed for FY2016 | | |
| Purchase | 1,783 | $1,315,000 |
| *Pending* Future Action | | |
| Pending | 5,801 | $4,268,000 |

**Partner(s):** The Conservation Fund, The Nature Conservancy, Wood River Land Trust.

**Cooperator(s):** Pioneer Alliance, Idaho Department of Fish and Game, National Park Service, Natural Resources Conservation Service, Central Idaho Rangeland Committee, Heart of the Rockies Initiative.

**Project Description:**

Craters of the Moon National Monument and Preserve (CRMO) protects 750,100 acres of National Park Service and BLM land in South Central Idaho and the southwestern corner of the High Divide Conservation Collaborative. CRMO is a member of the Pioneers Alliance, a coalition of ranchers, farmers, local residents, conservationists, agency officials and elected officials working together to accomplish common goals in Blaine and Butte counties. Conservation easements have been negotiated in both counties to protect the open spaces; the abundant wildlife; the access to the mountains, foothills, and desert; the agricultural way of life; and the small communities – and to build an economically, environmentally and socially sustainable future.

The Pioneers Foothills encompasses intact shrub habitat and provides a migration corridor between the Pioneer Mountains, Sawtooth National Forest and CRMO. Pronghorn antelope migrate seasonally through the north end of CRMO from the Pioneer Mountains to the Birch Creek area approximately 100 miles each way. The project area is core habitat for greater sage-grouse. Over 40 greater sage-grouse leks have been monitored in the CRMO. A portion of the Oregon National Historic Trial (i.e., Jeffrey–Goodale Cutoff) is also within the project area. The Goodale's Cutoff of the Oregon Trail is a 230-mile spur headed north from Fort Hall toward Big Southern Butte, and then through the northern part of Craters of the Moon National Monument.

The target properties are located in Blaine County near the community of Carey, Idaho, and have tremendous potential for rural residential development. In the last decade, many farms and ranches in the vicinity have been subdivided and developed. Recreation use within the areas is in high demand due to the magnitude of proposed development of the surrounding areas; thus changing and/or increasing the demand, type and intensity of recreational use. CRMO attracted 198,545 visitors during calendar year 2011, with visitors spending an estimated $6,821,000, resulting in 81 jobs and a $2,940,000 value added to local communities.

**O&M Cost:** Estimated "start up" cost: $500 Estimated "annual" maintenance: $500

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Panoche-Coalinga Area of Critical Environmental Concern

| State: California | County: Fresno, San Benito | Congressional District: 20 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Central California, approximately 70 miles south of San Jose. |
| Purpose | Consolidate disbursed ownerships of public, state and private lands to provide landscape level connectivity for wildlife and the recovery of threatened and endangered (T&E) species. |
| Purchase Opportunities | Fee and conservation easement acquisition opportunities of multiple large acreage ranch properties threatened with commercial, industrial and residential development, mining, visual intrusion and loss of T&E species habitat. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 3,827 | $2,316,000 |
| Exchange[2] | 39,600 | $15,900,000 |
| Donation[2] | 40 | $28,000 |
| Other | 0 | $0 |
| Partners | 6,388 | $3,434,000 |
| Proposed for FY2016 | | |
| Purchase | 1,500 | $900,000 |
| *Pending* Future Action | | |
| Pending | 47,740 | $26,800,000 |

| | |
|---|---|
| Partner(s) | The Nature Conservancy. |
| Cooperator(s) | National Park Service (NPS), U.S. Fish and Wildlife Service (USFWS), Bureau of Reclamation (BOR), California Department of Fish and Game, Westside Resource Conservation District, Rocky Mountain Elk Foundation, San Benito Resource Conservation District. |

**Project Description**

The Panoche-Coalinga Area of Critical Environmental Concern (ACEC) lies along the western fringe of the northern San Joaquin Valley intermingled with overlapping resource designations including the Joaquin Rocks and Serpentine ACEC's, and the San Benito Mountain and Monvero Dunes Research Natural Areas. Within easy reach of the busy Interstate 5 corridor, these often-overlooked designations collectively conserve approximately 180,000 acres within a 300,000-acre mountainous setting. Buffered from urban influences these converging mountain ranges create a landscape of striking diversity in topography, soil type, and plant communities, presenting a unique opportunity for landscape conservation on a large scale. With most of the high country already in public ownership, a handful of strategic valley acquisitions would transform this patchwork of protected lands and secure it as one of the most productive biologic landscapes in California.

The primary goal of the project is to implement the Recovery Plan for Upland Species of the San Joaquin Valley (USRP). Implementation would accomplish multiple recovery tasks listed in the plan, including endangered species connectivity and the potential to de-list several species, including the San Joaquin kit fox, blunt-nosed leopard lizard, and giant kangaroo rat, all Federally listed species. All three species occupy properties that have been identified by the U.S. Fish and Wildlife's Endangered Species Recovery Program as crucial stepping-stones for maintaining connectivity between the Panoche Valley core populations and these species to the south.

Secondary project goals would protect the headwaters of several ecologically important drainages, conserve world-class paleontological resources, expand the range of an existing elk herd, improve public access and recreation, and preserve several pristine valleys that support core T&E recovery populations identified in the USRP. The BOR and USFWS have committed $4M over the next five years in support of land acquisitions to support T&E recovery.

**O&M Cost** Estimated "start up" cost: $50,000 Estimated "annual" maintenance: $10,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Carrizo Plain National Monument

| State: California | County: Kern, San Luis Obispo | Congressional District: 22 | Priority: |
|---|---|---|---|

**Location**
Central California, approximately 60 miles west of Bakersfield.

**Purpose**
Acquire private inholdings within the Carrizo Plain National Monument to protect outstanding biological and cultural resource values and consolidate the landscape.

**Purchase Opportunities**
Multiple properties facing immediate threat from commercial, industrial, rural residential and suburban development, and unregulated OHV use.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 95,040 | $22,635,500 |
| Exchange[2] | 20,376 | $3,224,552 |
| Donation[2] | 5,567 | $3,015,700 |
| Other | 0 | $0 |
| Partners | 11,400 | $2,929,000 |
| Proposed for FY2016 | | |
| Purchase | 240 | $300,000 |
| *Pending* Future Action | | |
| Pending | 1,614 | $1,535,000 |

**Partner(s)**
Resources Legacy Fund Foundation, Sequoia Rivers Land Trust.

**Cooperator(s)**
Bureau of Reclamation, U.S. Fish and Wildlife Service, California Department of Fish and Game, Friends of Carrizo Plain, Southern Sierra Archeological Society, Carrizo Plain Native American Advisory Committee.

**Project Description**
The Carrizo Plain National Monument is a majestic 250,000-acre grassland and scenic mountainous preserve that contains the last remaining undeveloped remnant of the San Joaquin Valley ecosystem. As a result, it provides critical contiguous habitat for one of the largest assemblages of threatened and endangered species surviving on any public lands in the United States, including the blunt-nosed leopard lizard, San Joaquin kit fox, giant kangaroo rat, Kern primrose sphinx moth, longhorn fairy shrimp, vernal pool fairy shrimp, California jewelflower, San Joaquin wooly threads, and the San Joaquin antelope squirrel.

Within the vast expanse of the Carrizo Plain lies Painted Rock, an important ceremonial site of the Chumash that rises majestically from the surrounding grassland. In addition, the Monument contains other world-class archaeological sites, which are part of a current nomination as a National Historic Landmark.

Soda Lake, a glistening bed of white salt in the dry summer, and the largest alkali wetland remaining in Southern California, provides important habitat for migratory birds during the winter. Those interested in geology can see one of the most spectacular sections of the 800-mile long San Andreas Fault with its complex corrugated topography along the edge of the Plain.

The Monument's diversity and proximity to over 20 million people living in Southern and Central California attracts over 75,000 visitors annually who come to enjoy a variety of recreational activities. Those stopping at the Goodwin Education Center or taking guided tours to Painted Rock or the San Andreas Fault, can share in the rich history of the Carrizo Plain and learn about its unique plant and animal life.

**O&M Cost** Estimated "start up" cost: $5,000 Estimated "annual" maintenance: $1,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Meadowood Special Recreation Management Area

| State: Virginia | County: Fairfax | Congressional District: 8 | Priority: |
|---|---|---|---|

**Location:** Northern Virginia, approximately 20 miles southwest of Washington, D.C.

**Purpose:** Enhance public access to an extensive recreational trail network and strengthen aquatic and terrestrial habitat connectivity to and from Meadowood Special Recreation Management Area (SRMA) from neighboring conserved lands.

**Purchase Opportunities:** Acquisition of these pivotal parcels from motivated willing sellers would consolidate resource management. The properties are potentially threatened with deforestation, rural residential development and other nonconforming uses.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 802 | $41,000,000 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 407 | $2,400,000 |
| *Pending* Future Action | | |
| Pending | 22 | $2,000,000 |

**Partner(s):** Northern Virginia Conservation Trust.

**Cooperator(s):** U.S. Fish and Wildlife Service, Virginia Department of Conservation and Recreation, Northern Virginia Regional Park Authority, Fairfax County Department of Parks and Recreation, Chesapeake Conservancy, Audubon Society, Gunston Hall, Hands on the Land, Gunston Elementary School.

**Project Description:**

Established in 2001 and managed by the BLM-Eastern States Office, the 802-acre Meadowood SRMA is a key component of the parks, refuges, and other preserves on the Mason Neck Peninsula that have been protected from encroaching urban development radiating south from metropolitan Washington, D.C. The landscape is a mosaic of gently sloping open meadows, mature hardwood forests, freshwater ponds, creeks, streams, and riparian wetlands.

Two national trail segments pass through Meadowood SRMA, the Potomac Heritage National Scenic Trail and the Washington-Rochambeau Revolutionary Route National Historic Trail. These national trail segments help make up Meadowood's 15-mile, multiple-use trail system, which provides opportunities for hiking, running, mountain biking, and horseback riding. One universally accessible trail is incorporated within the trail system. The proposed acquisitions would permit BLM to significantly expand and enhance the existing trail system, conserve and restore strategic wetland and buffer areas and establish a defined boundary along Gunston Road. Additional day-use disbursed recreational activities at Meadowood include wildlife viewing, fishing, seasonal hunting, nature photography, geocaching, environmental education, and interpretation. The SRMA attracts over 22,000 annual recreational visitors and reaches over 700 area youth through a variety of educational and recreational programs including Hands on the Land and Take it Outside.

The diverse Meadowood habitat supports a great variety of wildlife, including white-tailed deer, red fox, coyote, beaver, raccoons, hawks, eagles, reptiles, and amphibians. Home to 30 species of migratory songbirds, the SRMA lies within the National Audubon Society's Lower Potomac River Important Bird Area. Meadowood contains some of the best mature hardwood forest on the Mason Neck peninsula as well as less mature woodlands. Woody plants common to the woodlands, forests and forest edges at Meadowood include red and white oak, beech, sweet gum, Virginia pine, persimmon and paw paws. The trails at Meadowood pass through a wide variety of terrain and vegetation types, providing visitors with constantly changing seasonal experiences.

**O&M Cost:** Estimated "start up" cost: $100,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Nanjemoy National Resource Management Area

| State: Maryland | County: Charles | Congressional District: 5 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Southern Maryland, approximately 45 miles south of Washington, D.C. |
| Purpose | Provide habitat connectivity and improve public access between State of Maryland (MD) conservation areas and BLM's Douglas Point Special Recreation Management Area (SRMA), all within the Nanjemoy National Resource Management Area (NRMA). |
| Purchase Opportunities | Acquisition of multiple parcels from willing sellers would consolidate shared BLM/State of Maryland resource management. The properties are potentially threatened with mineral and rural residential development and other nonconforming uses. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 548 | $2,708,216 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 24 | $120,000 |
| Partners | 1,373 | $6,785,000 |
| Proposed for FY2016 | | |
| Purchase | 42 | $191,000 |
| *Pending* Future Action | | |
| Pending | 5,505 | $61,313,000 |

| | |
|---|---|
| Partner(s) | The Nature Conservancy. |
| Cooperator(s) | Maryland Department of Natural Resources (DNR), Charles County, Piscataway-Conoy tribe, Chesapeake Conservancy. |

**Project Description**

Situated only one hour from Washington, D.C. on the tidal, lower Potomac River, the Nanjemoy Peninsula is one of the most ecologically and culturally significant landscapes remaining in the State of Maryland. Migratory waterfowl and wading birds find shelter and abound along ten miles of undisturbed shoreline, and an extensive network of wetlands and forests harbor some of Maryland's finest examples of rare and endangered plants and animals. Nanjemoy's outstanding natural attributes are equally matched by its archeological resources and history - early Native American sites in the region offer a rare insight into indigenous cultures prior to European settlement, the site of a 25,000-troop Civil War encampment and dozens of World War I-era sunken ship remains in Mallows Bay. Two water-based national trails on the Potomac River pass to the east of Nanjemoy NRMA, the Captain John Smith Chesapeake National Historical Trail and the Star-Spangled Banner National Historic Trail. A two-mile segment of the Potomac Heritage National Scenic Trail loops through the area. Limiting development within the Nanjemoy NRMA will preserve the historic Potomac River viewshed associated with these trails.

The State of Maryland manages several conservation areas within the Nanjemoy Peninsula, including Nanjemoy NRMA, Myrtle Grove Wildlife Management Area, Doncaster State Forest and Purse State Park. The BLM contributes to the Nanjemoy NRMA landscape through two "anchors", Douglas Point SRMA and Maryland Point.

In September 2005, the State of Maryland DNR and the BLM approved a long-term land management plan for the Nanjemoy NRMA that provides guidance for the sustainable protection, use and future conservation of additional lands. The BLM and Maryland DNR are working together to establish habitat linkages between these conserved areas and the Potomac River, to enhance wildlife species viability, and protect cultural resources and watershed values.

| O&M Cost | Estimated "start up" cost: $5,000 | Estimated "annual" maintenance: $5,000 |
|---|---|---|

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Cascade-Siskiyou National Monument

| State: Oregon | County: Jackson | Congressional District: 2 | Priority: |
|---|---|---|---|

**Location:** Southwest Oregon, 11 miles southeast of Ashland.

**Purpose:** Consolidate checkerboard land ownership pattern within the Monument to conserve and restore native and endemic plants and habitats within the greater Klamath-Cascade eco-region.

**Purchase Opportunities:** Acquisition of key parcels from willing sellers in order to increase the connectivity of protected Monument lands and biologic, geologis and hydrologic resources.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 10,319 | $13,589,684 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 147 | $66,500 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 2,289 | $2,600,000 |
| *Pending* Future Action | | |
| Pending | 10,578 | $10,736,000 |

**Partner(s):** The Conservation Fund, The Pacific Forest Trust.

**Cooperator(s):** The Wilderness Society, Rocky Mountain Elk Foundation, Pacific Crest Trail Association, Soda Mountain Wilderness Council, Friends of the Cascade-Siskiyou National Monument, Southern Oregon Lands Conservancy.

**Project Description:** Fir forests, oak groves, wildflower meadows and steep canyons make the 85,105-acre Cascade-Siskiyou National Monument (CSNM) an ecological wonder, with biological diversity unmatched in the Cascade Range. A tremendous variety of plants and animals make homes amidst the Monument's towering forests, sunlit groves, wildflower-strewn meadows, and steep canyons. The Monument is a bird sanctuary, with more than 200 species identified, including the Northern Spotted Owl, the Great Gray Owl, the Peregrine Falcon and the Willow Flycatcher.

The properties proposed for acquisition include a mix of Douglas-fir, ponderosa pine, other conifers and oak species. They also contain alpine meadows supporting wildflowers including the rare Greene's Mariposa Lily. The parcels are bordered by BLM-identified Old Growth Emphasis and Diversity Emphasis Areas including Soda Mountain Wilderness, and provide important connectivity within the Monument's ecosystem. Several parcels make up the "land bridge" between the mountain systems and the Eco-regions. Multiple properties include cold-water springs containing rare and endemic snails. The CSNM provides habitat for three endemic bureau sensitive fish species: Jenny Creek suckers, the speckled dace and a long-isolated stock of redband trout. The lands support populations of white-headed woodpecker, western pond turtle and beaver.

Several tracts include, abut, or are within the viewshed of a popular section of the 2,638-mile Pacific Crest National Scenic Trail (NST). The Pacific Crest NST acts as the "gateway" to the Monument from Interstate 5.

**O&M Cost:** Estimated "start up" cost: $15,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Continental Divide National Scenic Trail

| State: New Mexico | County: Catron | Congressional District: 2 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | East central New Mexico, approximately 50 miles south of Grants. |
| Purpose | Provide permanent route for the Continental Divide NST, replacing a temporary highway routing. Protect the Alamocita Creek landscape and improve public access to Cibola National Forest. |
| Purchase Opportunities | Parcel faces threat from rural residential subdivision development. Currently available from a highly-motivated willing seller. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 5,227 | $2,300,000 |
| *Pending* Future Action | | |
| Pending | 670 | $545,000 |

| | |
|---|---|
| Partner(s) | Rocky Mountain Elk Foundation, The Trust for Public Land. |
| Cooperator(s) | U.S. Forest Service, New Mexico State Lands Office, New Mexico State Parks, New Mexico Department of Game and Fish, Catron County, Pueblo of Acoma, Continental Divide Trail Coalition, Backcountry Horsemen. |

**Project Description**

The Continental Divide National Scenic Trail (CDNST), one of the crown jewels of the National Trails System, runs 3,100 miles between Canda and Mexico. It follows the Continental Divide of the Americas along the Rocky Mountains and traverses five U.S. states — Montana, Idaho, Wyoming, Colorado, and New Mexico. The trail is a combination of dedicated trails and small roads and is considered 70% complete. Portions designated as incomplete must be traveled by roadwalking on dirt or paved roads.

Almost complete in New Mexico, the proposed acquisition would nearly close an existing gap and eliminate a 52-mile temporary route along state highway shoulders. The existing highway routing presents significant safety concerns and is inconsistent with the nature and purpose of the CDNST "to provide for a high-quality scenic, primitive hiking and horseback riding opportunity and to conserve natural, historic, and cultural resources along the CDNST corridor". The proposed rerouting is especially scenic and within the mostly undeveloped Alamocita Creek landscape. The proposed acquisition would offer a rare source of perennial water for CDNST users and cottonwood galleries providing shaded camping opportunities.

The Alamocita Creek landscape would improve public access (especially for hunting) to the Cibola National Forest, an area with a significant elk population. The parcel contains eight miles of Alamocita Creek, providing riparian habitat for many species of wildlife. The area is known for cultural sites (including those highlighting early contact between native Americans and Europeans).

Improving the tread and connectivity of the CDNST supports multiple America's Great Outdoors goals, including expanding access to public lands, providing high quality trail opportunities and creating youth oriented job and volunteer opportunities for underserved communities.

**O&M Cost** Estimated "start up" cost: $5,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# California Wilderness

| State: California | County: Several | Congressional District: | Priority: |
|---|---|---|---|

**Location:** All of California.

**Purpose:** Consolidate public ownership within designated wilderness to preserve wilderness character, and increase opportunities for the public to experience primitive recreation

**Purchase Opportunities:** Multiple properties facing immediate threat from commercial, industrial, rural residential and suburban development, and unregulated motorized recreational use.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 162,400 | $32,215,000 |
| Exchange[2] | 125,000 | $24,375,000 |
| Donation[2] | 112,800 | $21,995,000 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 625 | $482,000 |
| *Pending* Future Action | | |
| Pending | 204,400 | $153,368,000 |

**Partner(s):** Friends of the Desert Mountains, Mojave Desert Land Trust, Wilderness Land Trust.

**Cooperator(s):** Resources Legacy Fund Foundation, The Wilderness Society, The California Wilderness Coalition, The Nature Conservancy, The Sierra Club, The Wildlands Conservancy, California State Lands Commission, California Native Plants Society, Pacific Crest Trail Association.

**Project Description:**

There are 88 designated Wilderness areas encompassing over 3.9 million acres of public land in California. The first 69 Wilderness areas were designated in southern California with the passage of the California Desert Protection Act of 1994. Subsequently the Otay Mountain Wilderness Act, Big Sur Wilderness and Conservation Act of 2002, Northern California Coastal Wild Heritage Act of 2006, and most recently the Omnibus Public Lands Management Act of 2009 designated 19 additional Wilderness areas on BLM lands in California. These Wilderness areas stretch from the north coast of California to the peaks of the Sierra Nevada to lands along the Mexican border.

Over 37 million people are now living in California and these Wilderness areas offer places of solitude where people can experience freedom from our fast-paced industrialized society. They are places where people can renew the human spirit through association with the natural world and offer a respite from the pressure of an ever increasing urban lifestyle.

These Wilderness areas provide important habitat to a wide variety of animal and plant species, many threatened and endangered, and some Federally-listed species. There are six Wilderness areas that are transected by the 2,638-mile Pacific Crest National Scenic Trail, as well as seven Wilderness areas that are located adjacent to the Juan Bautista de Anza and Old Spanish National Historic Trails.

**O&M Cost:** Estimated "start up" cost: $10,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# North Umpqua National Wild and Scenic River

| State: Oregon | County: Douglas | Congressional District: 4 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Southwest Oregon, 22 miles east of Roseburg. |
| Purpose | Acquire lands within the North Umpqua NWSR corridor to preserve and protect water quality and quantity benefitting wildlife, recreation, scenic and cultural resources. Preserve North Umpqua National Recreation Trail accessibility and quality. |
| Purchase Opportunities | Multiple parcels within the North Umpqua NWSR corridor face county divestment. Strong support from the local community and across Oregon for the BLM to secure perpetual ownership and guarantee public access. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 53 | $500,000 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 211 | $2,000,000 |
| *Pending* Future Action | | |
| Pending | 247 | $2,500,000 |

| | |
|---|---|
| Partner(s) | Western Rivers Conservancy. |
| Cooperator(s) | Partnerships for Umpqua Rivers (formerly the Umpqua Watersheds Council), Wild Salmon Center, Pacific Rivers Council, River Network, International Mountain Biking Association. |

Project Description

The unique, emerald-green waters of the North Umpqua National Wild and Scenic River (NWSR) originate high in the Cascade Mountains, near Crater Lake National Park. The river's reputation as a world-class steelhead stream and its famous emerald water results from the river's source being high enough in the Cascades to derive from snowmelt during the entire year. The melting snow is trapped in volcanic soil and pumice and released during the summer months, providing an even cool-temperature flow. The North Umpqua is one of two rivers in Oregon that flows directly from the Cascades to the Pacific Ocean.

The North Umpqua National Recreation Trail parallels the North Umpqua for 80 miles. Over this distance the trail descends 5,000 vertical feet, propelling trail users on a journey through deep dark canyons and past waterfalls, volcanic rock cliffs and pristine, towering old growth forests. The trail affords public access to the North Umpqua's hidden holes and riffles offering challenges to fly-fishing anglers. The world renowned North Umpqua is known as one of the top ten fly fishing destinations in the world. Zane Grey, the famous author and sportsman maintained a camp along the North Umpqua in the 1930's and was a strong advocate for protection of the rivers fisheries. The trail is labeled as one of 59 "Epic Rides" in the world by the International Mountain Biking Association. Over 250,000 annual visitors experience the water quality and quantity, recreation, scenic, fish, wildlife and cultural values of the corridor. The corridor provides critical habitat for two federally threatened species, the Oregon Coast Coho Salmon and northern spotted owl as well as the American bald eagle, a BLM sensitive species.

In addition to the NWSR designation, the proposed acquisition is within the Rogue-Umpqua National Scenic Byway, North Umpqua Special Recreation Management Area, and is designated an Oregon State Scenic Waterway. Acquisition of the parcel is imperative to protect the remarkable values of the corridor and to consolidate federal ownership. Recent timber clear cuts abutting the proposed acquisition threaten the unique values of the corridor.

O&M Cost — Estimated "start up" cost: $10,000 — Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Colorado Riverway Special Recreation Management Area

State: Utah | County: Grand | Congressional District: 3 | Priority:

| | |
|---|---|
| Location | Southeastern Utah, 8 to 18 miles northwest of Moab. |
| Purpose | Purchase inholdings within the Colorado Riverway Special Recreation Management Area (SRMA) to protect riparian and scenic resources, T&E species and habitat, and enhance recreation opportunities from uses inconsistent with management goals. |
| Purchase Opportunities | Multiple inholding parcels are immediately available from highly-motivated willing sellers. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 1,116 | $1,680,000 |
| Exchange[2] | 6,410 | $9,130,000 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 1,280 | $1,100,000 |
| *Pending* Future Action | | |
| Pending | 2,520 | $3,150,000 |

| | |
|---|---|
| Partner(s) | The Nature Conservancy. |
| Cooperator(s) | Town of Castle Valley, City of Moab, Utah Guides and Outfitters, Moab Area Travel Council, Utah Division of Wildlife Resources, Fort Lewis College, Moab Bird Club. |

**Project Description**

The 90,000-acre Colorado Riverway SRMA is one of Utah's busiest recreation areas. Over 800,000 visitors annually enjoy the scenic and recreational opportunities offered within this area, including 60,000 visitors who float (many with local outfitters) the "daily" stretch of the Colorado River that flows through the SRMA. The river is an important economic asset to the local community, it supports many local river-running businesses. The SRMA contains nine developed boating access facilities, 22 campgrounds, eight non-motorized trailheads, and three trailheads used by both motorized and non-motorized users. The SRMA contains Moab's most popular hiking trails, including Corona Arch, Negro Bill Canyon and Fisher Towers (a National Recreation Trail), as well as several of the most popular rock climbing areas in southeastern Utah. The spectacular "red-rock" scenery afforded by the Colorado Riverway is the main draw for all of these activities. The SRMA also provides habitat for Federal T&E and state listed sensitive species such as several native fish species, the Mexican spotted owl, Southwest Willow Flycatcher, and several types of plants.

The BLM Moab Field Office has an ongoing program to acquire private parcels within the Colorado Riverway SRMA to protect scenic and recreational values. Past acquisitions were accomplished by both purchase and exchange. A recent legislatively mandated exchange with the Utah State School and Institutional Trust Lands Administration will add 21 formerly state parcels (surface and minerals) to the Colorado River SRMA.

**O&M Cost** Estimated "start up" cost: $10,000 Estimated "annual" maintenance: $2,000

1 Includes fee and conservation easement interest.
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Rio Grande Natural Area (Brownie Hills)

| State: Colorado | County: Costilla | Congressional District: 3 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Southern Colorado, approximately 15 miles west of San Luis. |
| Purpose | Expand public access, recreation opportunities and habitat restoration of threatened and endangered species within the the Congressionally-designated Rio Grande Natural Area. |
| Purchase Opportunities | Western Rivers Conservancy has approached the San Luis Valley FO with an opportunity to facilitate transfer two parcels from a private land holder. Costilla County Commissioners are very supportive of expanding public lands in the county. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 17,880 | $3,850,000 |
| *Pending* Future Action | | |
| Pending | 8,550 | $1,850,000 |

| | |
|---|---|
| Partner(s) | Western Rivers Conservancy. |
| Cooperator(s) | Costilla County, Colorado Division of Wildlife, Trout Unlimited, Rio Grande Headwaters Trust. |
| Project Description | The Rio Grande Natural Area (RGNA) was established in 2006 to conserve, restore, and protect the natural, historic, cultural, scientific, scenic, wildlife, and recreational resources of the 33-mile stretch of the Rio Grande between the southern end of the Alamosa National Wildlife Refuge and the Colorado-New Mexico state border (the northern end of the Rio Grande del Norte National Monument). The Brownie Hills acquisition lies partly within the Congressionally-designated boundaries of the RGNA and presents an exciting opportunity to introduce access to public lands to the residents of and visitors to Costilla County. Costilla County historically has had virtually no public land of any jurisdiction (local, state, or federal) because of its rich history as a land grant recognized by the United States under the Treaty of Guadelupe-Hidalgo. Almost two centuries later, Costilla County's elected and other civic leaders have expressed great interest in an acquisition that could permanently secure land for public use, conservation, and enjoyment.<br><br>From a resource perspective, the Brownie Hills rise above the Rio Grande corridor, as the river begins to deepen into the Rio Grande Gorge. The river corridor passing the Brownie Hills and adjacent lands have been designated as critical habitat for the endangered Southwestern Willow Flycatcher, both lie within the U.S. Fish and Wildlife Service's Sangre de Cristo Conservation Area. The BLM has begun implementing habitat improvement projects in this corridor adjacent to the acquisition parcels. The Brownie Hills are valuable upland habitat for other wildlife, including mule deer, elk, and a population of Rocky Mountain Bighorn Sheep that have moved north from the Rio Grande Gorge. Less is known about the cultural resource values and sites that are in the acquisition parcels, but based on local knowledge and recorded site density in the remainder of the corridor, there is a strong expectation that conservation of these parcels will result in protection of substantial cultural resources. Bringing these lands under Federal management and implementing conservation programs will enable the efforts to restore a healthy river and riparian ecosystem by excluding unauthorized livestock, establishing appropriate river access points, and conducting rehabilitation projects where needed. |

| O&M Cost | Estimated "start up" cost: | | Estimated "annual" maintenance: | |
|---|---|---|---|---|

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# John Day National Wild and Scenic River

| State: Oregon | County: Gilliam,Grant, Wasco | Congressional District: 2 | Priority: |
|---|---|---|---|

**Location:** North central Oregon, 95 miles southeast of Portland.

**Purpose:** Conserve significant scenic, recreation, fisheries, wildlife, cultural, paleontological, and botanical values. Increase recreational access.

**Purchase Opportunities:** Multiple properties are threatened with commercial use, rural residential development and seasonal rural residential development.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 11 | $40,000 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 8,418 | $4,000,000 |
| *Pending* Future Action | | |
| Pending | 12,740 | $7,025,000 |

**Partner(s):** Western Rivers Conservancy.

**Cooperator(s):** Oregon Parks and Recreation Department, Oregon Department of Fish & Wildlife, Oregon Watershed Enhancement Board, Gilliam and Sherman Counties Soil and Water Conservation Districts, Lower John Day Working Group.

**Project Description:**

The John Day River is the third longest free-flowing river in the contiguous United States. In 1988 Congress designated 147 of its 281 miles as the John Day National Wild and Scenic River (NWSR). The John Day is the Columbia Basin's most biologically diverse river system with the largest native fish populations in Oregon including Chinook salmon, Mid Columbia Steelhead and Bull Trout; both listed as Threatened. The system includes the mainstem and its North, Middle and South Forks and covers more than 500 river miles. The John Day and its tributaries have been identified as a salmon stronghold and key for recovery of important fish populations. The landscape also provides enhanced opportunities for bats, neo-tropical and resident birds, and dispersal territories for wide-ranging species like elk, mule deer and wolverine.

An investment into the John Day will benefit important habitat and ensure public access to thousands of acres of public land for a diverse range of highly desirable recreation opportunities including hunting, fishing, camping, sight-seeing, nature study, photography and float boating. Every segment of the river offers a different experience. Vast expanses of wilderness and roadless areas provide remote, wild settings with great solitude and primitive conditions. These options can only be accessed by 5 to 7 day float trips, an experience not available within 100 miles of the area. Visitors can also experience day trips through a variety of spectacular scenic and rural settings.

The landscape includes Spring Basin Wilderness, the North Pole Ridge and Thirty Mile Wilderness Study Areas (WSA), the John Day and South Fork John Day NWSR's, State Scenic Waterways, State Wildlife Management Areas along the lower mainstem and along the South Fork, and the John Day Fossil Beds National Monument.

Historically, various Tribal groups used the region for root collecting, hunting, fishing and religious activities. These traditions continue today however, access for these traditional activities is an issue due to land ownership and geography.

**O&M Cost:** Estimated "start up" cost: $20,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Madison River Special Recreation Management Area

| State: Montana | County: Madison | Congressional District: 1 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Southwest Montana, 15 miles south of Ennis. |
| Purpose | Conserve and enhance crucial habitat for species restoration, emphasizing open space and critical wildlife connectivity. Secure scenic, wildlife/plant resources and enhance recreational opportunities. |
| Purchase Opportunities | Inholding parcels available from highly-motivated willing sellers. The parcels face potential threat of rural residential and/or recreational development. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 3,350 | $8,300,000 |
| *Pending* Future Action | | |
| Pending | 0 | $0 |

| | |
|---|---|
| Partner(s) | The Rocky Mountain Elk Foundation, The Conservation Fund. |
| Cooperator(s) | Montana Department of Fish, Wildlife & Parks (MFWP). |

**Project Description**

The parcel identified for acquisition is within the Greater Yellowstone Ecosystem (GYE), the largest intact ecosystem in the lower 48 States. Within the GYE lies the legendary trout waters of the Madison River (originating in Yellowstone National Park) and the headwater tributaries of the Missouri River. It is here that its true character is revealed and its reputation as a world-renowned Blue Ribbon/Class 1 trout fishery harboring some of the largest rainbows and trophy browns is found. To the river's east, the Madison Range with its magnificent 10,000-foot peaks comprises the Lee Metcalf Wilderness; to the west are the vast timbered slopes of the Gravelly Range. The Madison Valley is a major migration corridor for big game, is a host to migratory birds and is part of the GYE (considered one of the nation's most intact ecologically functioning landscapes) with abundant populations of elk, antelope and deer. A significant elk herd (~ 2,000 animals) traverses the valley seasonally, wintering at the adjoining MFWP's Wall Creek Wildlife Management Area. The valley provides secure core habitat for connectivity and dispersal, as wide-ranging grizzlies, wolverine and wolves expand their range outward from the Greater Yellowstone landscape.

The property adjoins BLM lands managed within the Madison River Special Recreation Management Area, as well as MFWP, State Trust Lands, and private lands under conservation easements, linking hundreds of thousands of protected acres. The property includes aquatic features such as 350 acres of wetlands, numerous ponds, and two miles of the Madison River. The river and ponds on the project provide foraging, nesting, and migration habitat for a variety of resident and migratory birds. Trumpeter Swans have been breeding on these ponds. Protecting the area from future development will aid in preserving this condition, maintaining critical wildlife connectivity and transitional habitat while increasing resiliency to the effects of climate change. Addition of the project lands will also greatly enhance access to the river expanding public recreational opportunities.

**O&M Cost** Estimated "start up" cost: $20,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

## Thousand Springs Area of Critical Environmental Concern

| State: Idaho | County: Custer | Congressional District: 2 | Priority: |
|---|---|---|---|

**Location:** Central Idaho, approximately 100 miles west of Idaho Falls.

**Purpose:** Conservation & enhancement of one of Idaho's significant wildlife corridors & habitat areas lying at the base of the state's highest mountain range. Crucial wetland adjacent to sage-brush steppe habitat.

**Purchase Opportunities:** Private property within the area is for sale and has been subdivided threatening migratory birds, sensitive species habitat including year-round sage-grouse use, visual resources, cultural sites, & recreation.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 1,028 | $1,750,000 |
| Partners | 918 | $1,560,600 |
| Proposed for FY2016 | | |
| Purchase | 120 | $200,000 |
| *Pending* Future Action | | |
| Pending | 1,100 | $1,700,000 |

**Partner(s):** Lemhi Regional Land Trust, The Conservation Fund.

**Cooperator(s):** Idaho Department of Fish and Game (IDFG), The Nature Conservancy, Ducks Unlimited, Rocky Mountain Elk Foundation, Idaho State Historic Preservation Office, Heart of the Rockies Initiative.

**Project Description:**

The Thousand Springs/Chilly Slough area is one of the few remaining examples of natural, high desert, spring-fed wetlands. Winter snows melt, gather along a range-front fault and feed thousands of springs to this area. It is the largest wetland in east-central Idaho and is managed jointly by the BLM and the Idaho Fish and Game.

Acquisition of the private parcels are crucial because it encompass the headwaters of the Thousand Springs/Chilly Slough wetlands. Land administered by BLM within the Thousand Springs/ Chilly Slough wetlands is designated an ACEC and is valued for its diversity of wildlife that use it. The Zollinger parcel falls within the boundary delineated in the BLM Thousand Springs/Chilly Slough Habitat Management Plan. Acquisition will assure protection of this wildlife migration corridor and year-round habitat. Currently, the Chilly Slough Wetland Conservation Area protects almost 2,000 acres (BLM has acquired 1,028 acres and IDFG has acquired 918 acres) in public ownership. The 1999 BLM Resource Management Plan for this area allows for the creation of a wetlands management area of approximately 4,400 acres.

One hundred and seventy three wildlife species are known to use Thousand Springs/Chilly Slough wetlands with 113 of those being birds. These wetlands hold a high importance for migratory birds for a refueling spot during their annual migration. The riparian edge and adjacent sage-brush steppe habitat have shown to be important to sage-grouse throughout the year. Numerous historic and prehistoric archeological sites are present in and around the wetlands, and it is highly probable that other prehistoric and historic sites are located within these parcels, one prehistoric site is already known to exist on these private lands proposed for purchase. The Shoshone-Bannock Tribes have expressed interest in using this area for the practice of treaty-reserved rights. Recreational opportunities would include bird watching, hiking, fishing, canoeing, and historical education. Acquisition of this land through fee purchase would help to provide additional access to the wetlands, as well as, provide connectivity between publicly managed lands for wildlife conservation.

**O&M Cost:** Estimated "start up" cost: $2,000 Estimated "annual" maintenance: $1,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Henrys Lake Area of Critical Environmental Concern

State: Idaho | County: Fremont | Congressional District: 2 | Priority:

| | |
|---|---|
| Location | Southeast Idaho, 14 miles west of Yellowstone National Park. |
| Purpose | Further a conservation easement purchase program to conserve working ranch land, open spaces, wetlands, and wildlife habitat for recreation |
| Purchase Opportunities | Excellent opportunities to protect remaining ranch lands from residential summer home development by providing a significant economic incentive to keep these ranch properties intact. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 2,076 | $2,357,192 |
| Exchange[2] | 383 | $1,005,000 |
| Donation[2] | 0 | $93,000 |
| Other | 597 | $374,180 |
| Partners | 2,791 | $4,639,080 |
| Proposed for FY2016 | | |
| Purchase | 197 | $296,000 |
| *Pending* Future Action | | |
| Pending | 5,565 | $6,900,000 |

| | |
|---|---|
| Partner(s) | The Nature Conservancy. |
| Cooperator(s) | The Conservation Fund, Teton Regional Land Trust, Idaho Department of Fish & Game, Caribou-Targhee National Forest, Henrys Fork Legacy Project, Greater Yellowstone Coalition, Henrys Fork Foundation, Heart of the Rockies Initiative. |

**Project Description**

On the western doorstep of Yellowstone National Park and surrounded by the Continental Divide, the 35,875-acre Henrys Lake Area of Critical Environmental Concern's exceptional aesthetic and wildlife values have been an attraction to generations of Americans who have fished, hiked, hunted, skied and snowmobiled here. The area offers high quality open space, rangeland, streams, wetlands, and wildlife and fish resources to the approximately 4,000,000 annual visitors who pass through the project area. Large carnivores such as grizzly bears and wolverines, antelope, elk, moose, and mule deer utilize the region for summer/winter range and as a migratory corridor connecting summer range in Yellowstone National Park with winter range in Idaho and Montana.

The vast wet meadows support large concentration of long billed curlews and sandhill cranes. The world-renowned Henrys Lake fishery is the last stronghold in the Henrys Fork basin for the Yellowstone cutthroat trout. White spruce/aspen forested wetlands on the east and north shores of the lake are globally rare and found nowhere else in the continental United States. Chief Joseph led his Nez Perce tribe through the basin on his failed flight to Canada, their journey now evidenced by the Nez Perce National Historic Trail. The Continental Divide National Scenic Trail rings the project area to the west and north.

Working ranches in the area provide valuable summer range for cattle operations based throughout Idaho, contributing an important economic base for ranching families. Diverse recreation, attracted to the basin's natural open space, provides a critical economic base to the local communities. To compensate for agricultural revenue shortfalls and to meet estate tax commitments, an increasing amount of these productive lands are being lost to second home and resort development, sacrificing the natural amenities of open space and wildlife, which originally attracted recreational development. This landscape is literally being "loved to death".

**O&M Cost** Estimated "start up" cost: $2,000 Estimated "annual" maintenance: $2,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# California Wilderness

| State: California | County: Several | Congressional District: | Priority: |
|---|---|---|---|

**Location:** All of California.

**Purpose:** Consolidate public ownership within designated wilderness to preserve wilderness character, and increase opportunities for the public to experience primitive recreation

**Purchase Opportunities:** Multiple properties facing immediate threat from commercial, industrial, rural residential and suburban development, and unregulated motorized recreational use.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 162,400 | $32,215,000 |
| Exchange[2] | 125,000 | $24,375,000 |
| Donation[2] | 112,800 | $21,995,000 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 3,100 | $2,299,000 |
| *Pending* Future Action | | |
| Pending | 201,925 | $151,371,000 |

**Partner(s):** Friends of the Desert Mountains, Mojave Desert Land Trust, Wilderness Land Trust.

**Cooperator(s):** Resources Legacy Fund Foundation, The Wilderness Society, The California Wilderness Coalition, The Nature Conservancy, The Sierra Club, The Wildlands Conservancy, California State Lands Commission, California Native Plants Society, Pacific Crest Trail Association.

**Project Description:**

There are 88 designated Wilderness areas encompassing over 3.9 million acres of public land in California. The first 69 Wilderness areas were designated in southern California with the passage of the California Desert Protection Act of 1994. Subsequently the Otay Mountain Wilderness Act, Big Sur Wilderness and Conservation Act of 2002, Northern California Coastal Wild Heritage Act of 2006, and most recently the Omnibus Public Lands Management Act of 2009 designated 19 additional Wilderness areas on BLM lands in California. These Wilderness areas stretch from the north coast of California to the peaks of the Sierra Nevada to lands along the Mexican border.

Over 37 million people are now living in California and these Wilderness areas offer places of solitude where people can experience freedom from our fast-paced industrialized society. They are places where people can renew the human spirit through association with the natural world and offer a respite from the pressure of an ever increasing urban lifestyle.

These Wilderness areas provide important habitat to a wide variety of animal and plant species, many threatened and endangered, and some Federally-listed species. There are six Wilderness areas that are transected by the 2,638-mile Pacific Crest National Scenic Trail, as well as seven Wilderness areas that are located adjacent to the Juan Bautista de Anza and Old Spanish National Historic Trails.

**O&M Cost:** Estimated "start up" cost: $10,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Nanjemoy National Resource Management Area

| State: Maryland | County: Charles | Congressional District: 5 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Southern Maryland, approximately 45 miles south of Washington, D.C. |
| Purpose | Provide habitat connectivity and improve public access between State of Maryland (MD) conservation areas and BLM's Douglas Point Special Recreation Management Area (SRMA), all within the Nanjemoy National Resource Management Area (NRMA). |
| Purchase Opportunities | Acquisition of a parcels from willing sellers would consolidate shared BLM/State of Maryland resource management. The properties are potentially threatened with mineral and rural residential development and other nonconforming uses. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 548 | $2,708,216 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 24 | $120,000 |
| Partners | 1,373 | $6,785,000 |
| Proposed for FY2016 | | |
| Purchase | 25 | $465,000 |
| *Pending* Future Action | | |
| Pending | 5,522 | $61,039,000 |

| | |
|---|---|
| Partner(s) | The Nature Conservancy. |
| Cooperator(s) | Maryland Department of Natural Resources (DNR), Charles County, Piscataway-Conoy tribe, Chesapeake Conservancy. |

**Project Description**

Situated only one hour from Washington, D.C. on the tidal, lower Potomac River, the Nanjemoy Peninsula is one of the most ecologically and culturally significant landscapes remaining in the State of Maryland. Migratory waterfowl and wading birds find shelter and abound along ten miles of undisturbed shoreline, and an extensive network of wetlands and forests harbor some of Maryland's finest examples of rare and endangered plants and animals. Nanjemoy's outstanding natural attributes are equally matched by its archeological resources and history - early Native American sites in the region offer a rare insight into indigenous cultures prior to European settlement, the site of a 25,000-troop Civil War encampment and dozens of World War I-era sunken ship remains in Mallows Bay. Two water-based national trails on the Potomac River pass to the east of Nanjemoy NRMA, the Captain John Smith Chesapeake National Historical Trail and the Star-Spangled Banner National Historic Trail. A two-mile segment of the Potomac Heritage National Scenic Trail loops through the area. Limiting development within the Nanjemoy NRMA will preserve the historic Potomac River viewshed associated with these trails.

The State of Maryland manages several conservation areas within the Nanjemoy Peninsula, including Nanjemoy NRMA, Myrtle Grove Wildlife Management Area, Doncaster State Forest and Purse State Park. The BLM contributes to the Nanjemoy NRMA landscape through two "anchors", Douglas Point SRMA and Maryland Point.

In September 2005, the State of Maryland DNR and the BLM approved a long-term land management plan for the Nanjemoy NRMA that provides guidance for the sustainable protection, use and future conservation of additional lands. The BLM and Maryland DNR are working together to establish habitat linkages between these conserved areas and the Potomac River, to enhance wildlife species viability, and protect cultural resources and watershed values.

**O&M Cost** Estimated "start up" cost: $5,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Panoche-Coalinga Area of Critical Environmental Concern

| State: California | County: Fresno, San Benito | Congressional District: 20 | Priority: |
|---|---|---|---|

**Location:** Central California, approximately 70 miles south of San Jose.

**Purpose:** Consolidate disbursed ownerships of public, state and private lands to provide landscape level connectivity for wildlife and the recovery of threatened and endangered (T&E) species.

**Purchase Opportunities:** Fee and conservation easement acquisition opportunities of multiple large acreage ranch properties threatened with commercial, industrial and residential development, mining, visual intrusion and loss of T&E species habitat.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 3,827 | $2,316,000 |
| Exchange[2] | 39,600 | $15,900,000 |
| Donation[2] | 40 | $28,000 |
| Other | 0 | $0 |
| Partners | 6,388 | $3,434,000 |
| Proposed for FY2016 | | |
| Purchase | 5,460 | $3,800,000 |
| *Pending* Future Action | | |
| Pending | 43,780 | $23,900,000 |

**Partner(s):** The Nature Conservancy.

**Cooperator(s):** National Park Service (NPS), U.S. Fish and Wildlife Service (USFWS), Bureau of Reclamation (BOR), California Department of Fish and Game, Westside Resource Conservation District, Rocky Mountain Elk Foundation, San Benito Resource Conservation District.

**Project Description:**

The Panoche-Coalinga Area of Critical Environmental Concern (ACEC) lies along the western fringe of the northern San Joaquin Valley intermingled with overlapping resource designations including the Joaquin Rocks and Serpentine ACEC's, and the San Benito Mountain and Monvero Dunes Research Natural Areas. Within easy reach of the busy Interstate 5 corridor, these often-overlooked designations collectively conserve approximately 180,000 acres within a 300,000-acre mountainous setting. Buffered from urban influences these converging mountain ranges create a landscape of striking diversity in topography, soil type, and plant communities, presenting a unique opportunity for landscape conservation on a large scale. With most of the high country already in public ownership, a handful of strategic valley acquisitions would transform this patchwork of protected lands and secure it as one of the most productive biologic landscapes in California.

The primary goal of the project is to implement the Recovery Plan for Upland Species of the San Joaquin Valley (USRP). Implementation would accomplish multiple recovery tasks listed in the plan, including endangered species connectivity and the potential to de-list several species, including the San Joaquin kit fox, blunt-nosed leopard lizard, and giant kangaroo rat, all Federally listed species. All three species occupy properties that have been identified by the U.S. Fish and Wildlife's Endangered Species Recovery Program as crucial stepping-stones for maintaining connectivity between the Panoche Valley core populations and these species to the south.

Secondary project goals would protect the headwaters of several ecologically important drainages, conserve world-class paleontological resources, expand the range of an existing elk herd, improve public access and recreation, and preserve several pristine valleys that support core T&E recovery populations identified in the USRP. The BOR and USFWS have committed $4M over the next five years in support of land acquisitions to support T&E recovery.

**O&M Cost:** Estimated "start up" cost: $50,000 Estimated "annual" maintenance: $10,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Lewis and Clark National Historic Trail

State: Montana | County: Blaine, Chouteau | Congressional District: 1 | Priority:

| | |
|---|---|
| Location | Central Montana, on the Missouri River, 75 miles northeast of Great Falls. |
| Purpose | Protect the historic landscape and multiple resource values while enhancing recreational opportunities for river users. Enhance public access to the Missouri River. |
| Purchase Opportunities | Willing seller opportunity for two properties facing potential threat of rural residential subdivision and/or recreational development and other noncompatible uses. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 7,844 | $3,707,000 |
| Exchange[2] | 110 | $28,000 |
| Donation[2] | 0 | $0 |
| Other | 1,915 | $407,000 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 4,333 | $4,750,000 |
| *Pending* Future Action | | |
| Pending | 11,903 | $10,430,000 |

| | |
|---|---|
| Partner(s) | The Conservation Fund. |
| Cooperator(s) | Montana Wildlife Federation, Montana Wilderness Association, Montana Preservation Alliance, Lewis and Clark Trust, Inc., Friends of the Missouri Breaks Monument. |

**Project Description**

The tread of the 3,700-mile Lewis and Clark National Historic Trail and the riparian corridor of the 149-mile free-flowing Upper Missouri National Wild and Scenic River are historically braided through this area of central Montana. The landscape contains a spectacular array of biological, historical, geological, cultural, and wildlife resources in a remote location that offers opportunities for solitude. This isolation results in unsoiled, natural settings that form a backdrop for outstanding recreational and cultural tourism opportunities. The remote nature of this segment of the Missouri River has buffered it from most human influence and maintains the same vistas experienced by the Lewis and Clark expedition in 1805 and 1806. Acquisition of riverfront and breaks/upland properties will preserve the scenic beauty and wild experience of the area in perpetuity.

This proposal would acquire 4,333 acres within two properties located along one of the few travel corridors transecting the Upper Missouri National Wild and Scenic River as it passes through the Upper Missouri River National Monument. The travel corridor is also an extremely sensitive visual corridor.

Acquisition would eliminate the threat of development on nearly three miles of river frontage and serve to further consolidate management of public lands within the Wild and Scenic River corridor. Being highly suited for development, protection of the scenic values and cultural landscape are among the highest priorities within the Wild and Scenic River corridor.

O&M Cost — Estimated "start up" cost: $5,000 — Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest.
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Agua Fria National Monument

| State: Arizona | County: Yavapai | Congressional District: 2 | Priority: |
|---|---|---|---|

**Location:** Central Arizona; 40 miles north of the Phoenix metropolitan area.

**Purpose:** To enhance management efficiency and preservation of Monument values and objects, including open space, a flowing stream, riparian habitat, recreation opportunities, and cultural resources.

**Purchase Opportunities:** The Cross Y Ranch property is a significant Monument inholding, and is available from a willing seller. The parcel is highly threatened by rural residential development.

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 60,000 | $15,000,000 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 199 | $3,300,000 |
| Proposed for FY2016 | | |
| Purchase | 621 | $3,300,000 |
| *Pending* Future Action | | |
| Pending | 655 | $2,000,000 |

**Partner(s):** The Conservation Fund.

**Cooperator(s):** Arizona Game and Fish Department, U.S. Forest Service, Friends of the Agua Fria. There is strong community and user group support.

**Project Description:** The 71,000-acre Agua Fria National Monument contains one of the most significant complexes of late prehistoric pueblo settlement sites in the American Southwest. The Monument encases many significant archaeological sites, including distinctive rock art, settlements, stone pueblos and clusters of pueblos and forts, all amid visually spectacular settings. There is an extraordinary array of biological and scientific resources, including riparian areas, upland high-desert grasslands, year-round flowing streams, and a 21-mile segment of the Agua Fria River. This segment of the Agua Fria River is proposed for designation as a National Wild and Scenic River.

This proposal represents the second of a two phase attempt to acquire the entire 701 acre property. The first phase of the property acquisition plan will be completed in FY2014. The property proposed for FY 2016 acquisition is comprised of a Monument inholding totaling approximately 621 acres.

The Cross Y Ranch property includes more than a mile of Agua Fria River riparian habitat, and a substantial number of water rights. This stretch of the Agua Fria River is habitat for several endangered and State and Bureau sensitive species including but not limited to: Gila Chub, Gila Topminnow, Longfin Dace, Speckled Dace, Lowland Leopard Frog, Gila Monster, Yellow-billed Cuckoo, and Zone-tailed Hawk. The upland portions of the property encompass numerous pueblo ruins, rock art sites, and artifact scatters. The property is highly scenic and includes dense stands of saguaro cacti, and other rare plant species. Acquisition would contribute to maintaining connectedness and resource integrity of important grassland habitat types as part of the Central Arizona Grasslands Strategy. The Cross Y Ranch acquisition is a high BLM priority due to its natural resource values, new public access opportunities, water rights, and the proximity to the Phoenix metropolitan area.

**O&M Cost:** Estimated "start up" cost: $10,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Lathrop Bayou Habitat Management Area

| State: Florida | County: Bay | Congressional District: 2 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Western Florida, 25 miles east of Panama City. |
| Purpose | Protect habitat for the endangered red-cockaded woodpecker (RCW) and preserve the longleaf pine ecosystem from rural residential subdivision. |
| Purchase Opportunities | The property is currently available from a willing seller. Acquisition of the parcel would provide an opportunity to consolidate land ownership and further the protection of the RCW and longleaf pine ecosystem. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 206 | $412,000 |
| *Pending* Future Action | | |
| Pending | 0 | $0 |

| | |
|---|---|
| Partner(s) | The Nature Conservancy. |
| Cooperator(s) | U.S. Fish and Wildlife Service, U.S. Forest Service, Department of Defense, St. Joe Timberland, Genecov Group, State of Florida. |

**Project Description**

At the 189-acre Lathrop Bayou Habitat Management Area (HMA), BLM is working with private landowners to manage a relic longleaf pine forest which supports breeding red-cockaded woodpeckers (RCW) and 13 Federally and State listed-plant species. Prescribed burns and careful hand thinning of encroaching slash pine is improving habitat for these species.

The federally endangered RCW is the keystone species of the longleaf pine ecosystem. Over the last 100 years agricultural conversion of forested lands, timber product harvesting, commercial, industrial, and rural residential development, and periodic infestations have significantly impacted the longleaf pine ecosystem. Once encompassing up to 98 million acres in the southeastern United States, forested lands now number approximately 3 million acres, much of it in poor condition. The St. Marks National Wildlife Refuge and Apalachicola National Forest have been working cooperatively for more than 30 years to recover the RCW & restore the ecosystem. The partnership expanded to Okefenokee National Wildlife Refuge, Osceola National Forest and Lathrop Bayou HMA during the last 20 years to dramatically grow the RCW populations and promote the recovery of the longleaf pine ecosystem through the RCW Southern Range Translocation Cooperative.

In October 2007, nineteen artificial cavities were installed at Lathrop Bayou to provide additional nesting and roosting opportunities for the red-cockaded woodpeckers.

The BLM's Southeastern States Resource Management Plan designates the Lathrop Bayou HMA as an Area of Critical Environmental Concern. Acquisition of these lands would allow BLM to effectively manage the area to maintain and increase the population of the endangered RCW and conserve the longleaf pine ecosystem.

**O&M Cost** Estimated "start up" cost: $5,000 Estimated "annual" maintenance: $1,500

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

## Santa Clara River/Land Hill Area of Critical Environmental Concern

| State: Utah | County: Washington | Congressional District: 2 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Southwest Utah, 6 miles northwest of St. George. |
| Purpose | Consolidate ownership in the Santa Clara River/Land Hill ACEC to complete and provide public access to an established public trail system, protect cultural resources, and improve critical riparian habitat for Federally-listed species. |
| Purchase Opportunities | Multiple parcels are available for immediate purchase from highly motivated willing sellers. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 0 | $0 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 158 | $1,900,000 |
| *Pending* Future Action | | |
| Pending | 0 | $0 |

| | |
|---|---|
| Partner(s) | The Trust for Public Land. |
| Cooperator(s) | Shivwits Band of Paiute Indians, Cities of Ivins and Santa Clara, Virgin River Recovery Program, Washington County Water Conservancy District. |

**Project Description**

Lands along the lower reaches of the Santa Clara River and bordering Land Hill are rich with prehistoric Ancestral Puebloan sites, Southern Paiute sites, and extensive prehistoric rock art sites. The Santa Clara River supports essential riparian resources rare in this Mojave Desert environment, providing important habitat for the Southwest willow flycatcher and Dwarf Bearclaw poppy (both endangered), and Virgin spinedace, Holmgren milkvetch and Western Yellow-billed cuckoo. A consolidated block of public land, bordered by the Paiute Indian Reservation to the west and the Cities of Ivins and Santa Clara to the east, provides important open space, recreational, and educational opportunities to the rapidly growing city of St. George and surrounding communities.

Recognizing the need for special protection of these important resources from looting, vandalism, target shooting, motorized use, illegal dumping, and development; 1,645 acres were designated as the Santa Clara River/Land Hill ACEC in1999. The ACEC forms part of a larger 6,500-acre block of public land known as the Santa Clara River Reserve (SCCR), which is managed in partnership with Ivins and Santa Clara for community-based recreation. A 2005 Recreation and Open Space Master Plan guides the management of the SCCR to ensure protection of the historical, ecological and recreational and open space values that are important to the communities. The SCCR offers over 35 miles of hiking, biking, and equestrian trails to 50,000 annual visitors to witness rare cultural sites, riparian areas, and scenic vistas. Four trail-heads with parking areas, kiosks and visitor amenities have been constructed with the assistance of these community partnerships.

The SCCR is entirely public land except for three contiguous parcels in the center of the ACEC spanning the river corridor. The parcels identified for purchase include critical riparian habitat, an established river trail, and access across the river. The three owners are highly supportive of the SCCR and have allowed public access on their property, but have recently raised concerns with safety and increased public use of their property. Acquiring these key parcels would ensure continued access to a primary SCCR trail and enhance resource protection.

| O&M Cost | Estimated "start up" cost: $5,000 | Estimated "annual" maintenance: $5,000 |
|---|---|---|

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# John Day National Wild and Scenic River
# South Fork John Day National Wild and Scenic River

| State: Oregon | County: Gilliam, Grant, Wasco | Congressional District: 2 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | North central Oregon, 95 to 150 miles southeast of Portland. |
| Purpose | Conserve significant scenic, recreation, fisheries, wildlife, cultural, paleontological, and botanical values. Increase recreational access. |
| Purchase Opportunities | Multiple properties are threatened with commercial use, rural residential development and seasonal rural residential development. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 11 | $40,000 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 11,327 | $7,075,000 |
| *Pending* Future Action | | |
| Pending | 8,530 | $4,450,000 |

| | |
|---|---|
| Partner(s) | Western Rivers Conservancy. |
| Cooperator(s) | Oregon Parks and Recreation Department, Oregon Department of Fish & Wildlife, Oregon Watershed Enhancement Board, Gilliam and Sherman Counties Soil and Water Conservation Districts, Lower John Day Working Group. |

**Project Description**

The John Day River is the third longest free-flowing river in the contiguous United States. In 1988 Congress designated 147 of its 281 miles as the John Day National Wild and Scenic River (NWSR). The John Day is the Columbia Basin's most biologically diverse river system with the largest native fish populations in Oregon including Chinook salmon, Mid Columbia Steelhead and Bull Trout; both listed as Threatened. The system includes the mainstem and its North, Middle and South Forks and covers more than 500 river miles. The John Day and its tributaries have been identified as a salmon stronghold and key for recovery of important fish populations. The landscape also provides enhanced opportunities for bats, neo-tropical and resident birds, and dispersal territories for wide-ranging species like elk, mule deer and wolverine.

An investment into the John Day will benefit important habitat and ensure public access to thousands of acres of public land for a diverse range of highly desirable recreation opportunities including hunting, fishing, camping, sight-seeing, nature study, photography and float boating. Every segment of the river offers a different experience. Vast expanses of wilderness and roadless areas provide remote, wild settings with great solitude and primitive conditions. These options can only be accessed by 5 to 7 day float trips, an experience not available within 100 miles of the area. Visitors can also experience day trips through a variety of spectacular scenic and rural settings.

The landscape includes Spring Basin Wilderness, the North Pole Ridge and Thirty Mile Wilderness Study Areas (WSA), the John Day and South Fork John Day NWSR's, State Scenic Waterways, State Wildlife Management Areas along the lower mainstem and along the South Fork, and the John Day Fossil Beds National Monument.

Historically, various Tribal groups used the region for root collecting, hunting, fishing and religious activities. These traditions continue today however, access for these traditional activities is an issue due to land ownership and geography.

**O&M Cost** Estimated "start up" cost: $20,000 Estimated "annual" maintenance: $5,000

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Sandy River Area of Critical Environmental Concern
# Oregon National Historic Trail

| State: Oregon | County: Clackamas, Multnomah | Congressional District: 3 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Northwest Oregon, 20 miles southeast of Portland. |
| Purpose | Preservation of the Sandy/Salmon River gorge and interwoven Oregon National Historic Trail corridor, providing for the protection of open space, scenic, recreation, fisheries and wildlife values. Improve public recreational access to the river corridor. |
| Purchase Opportunities | Multiple properties facing immediate threat from commercial and rural residential development and subdivision, and degrading land use practices. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 3,150 | $16,883,000 |
| Exchange[2] | 3,548 | $15,761,730 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 1,500 | $6,660,115 |
| Proposed for FY2016 | | |
| Purchase | 100 | $1,000,000 |
| *Pending* Future Action | | |
| Pending | 577 | $5,500,000 |

| | |
|---|---|
| Partner(s) | Western Rivers Conservancy. |
| Cooperator(s) | U.S. Forest Service, State of Oregon, Clackamas and Multnomah Counties, METRO (regional government body), Cities of Portland and Sandy, Portland General Electric (PGE), The Nature Conservancy, Northwest Steelheaders, Oregon Trout, Sand River Watershed. |
| Project Description | A breath-taking scenic corridor immediately east of metropolitan Portland, the Sandy and Salmon Rivers descend from the forested slopes of Mount Hood, harboring a rich diversity of animal and plant populations, within secluded riparian and wetland areas. Multiple threatened salmonid species, including Lower Columbia Chinook and Coho salmon and Steelhead use these turbulent waters for spawning and rearing their young before returning to the Pacific Ocean via the Columbia River. Old growth stands of Douglas fir contain prime habitat for the threatened northern spotted owl.<br><br>The 29,000-acre Sandy River Area of Critical Environmental Concern (ACEC) project offers exceptional recreational opportunities for fishing, hiking, wildlife viewing, nature study, and non-motorized boating or floating. The project is easily accessible from the Portland metro area, the Northwest's second largest population center. Within the project area is the route of the historic Barlow Trail, the western segment of the Oregon National Scenic Trail. The project shares a common boundary with the Salmon-Huckleberry Wilderness, administered by the U.S. Forest Service.<br><br>PGE recently completed removal of their Bull Run hydroelectric project, including dams on both the Sandy and Little Sandy Rivers. Dam removal has restored the free flowing character of the Sandy River. Numerous projects designed to improve public access and enhance and restore habitat for listed species have been undertaken by the BLM and its partners on and adjacent to recently acquired parcels within the project area. |

| O&M Cost | Estimated "start up" cost: $5,000 | Estimated "annual" maintenance: $1,500 |
|---|---|---|

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# North Cow Mountain Recreation Area

| State: California | County: Lake, Mendocino | Congressional District: 1 | Priority: |
|---|---|---|---|

| | |
|---|---|
| Location | Northern California, approximately 15 miles east of Ukiah. |
| Purpose | Acquire lands to facilitate public access in the North Cow Mountain Recreation Area to increase public recreation (non-motorized trails, camping, fishing and hunting), and better consolidate lands for effective management. |
| Purchase Opportunities | Land acquisition would provide public access and development of 17 miles of new trails, as well as camping, fishing and hunting opportunities. |

| Acquired to Date | | |
|---|---|---|
| **Method** | **Acres[1]** | **Cost** |
| Purchase | 580 | $415,000 |
| Exchange[2] | 0 | $0 |
| Donation[2] | 0 | $0 |
| Other | 0 | $0 |
| Partners | 0 | $0 |
| Proposed for FY2016 | | |
| Purchase | 880 | $3,250,000 |
| *Pending* Future Action | | |
| Pending | 560 | $2,000,000 |

| | |
|---|---|
| Partner(s) | Golden State Land Conservancy. |
| Cooperator(s) | Lake County Board of Supervisors, Lake County Land Trust, Blue Ribbon Coalition, local users and visitors. |

**Project Description**

The 52,000-acre Cow Mountain Recreation Area is located in the mountains ease of Ukiah and offers a variety of recreational opportunities. The terrain is rugged, consisting mostly of steep, chaparral-covered slopes with scattered sands of fir, pine and oak. Elevations range from 800 to 4,000 feet. The area offers dramatic views of the towns of Ukiah and Clear Lake, over 31 miles of streams, 13 wildlife reservoirs, and habitat for blacktail deer, bear, wild turkey and other upland species.

Cow Mountain Recreation Area is divided into two management sections to provide quality recreation opportunities for a wide variety of users: North Cow Mountain and South Cow Mountain.

North Cow Mountain is primarily managed for non-motorized activities, such as hunting, hiking, camping, horseback riding, and mountain biking.

South Cow Mountain emphasizes off-highway vehicle use. Over 120 miles of vehicle trails interweave 23,000 acres, and offer challenges to motorcycle, all–terrain vehicles, and four-wheel drive enthusiast alike. Non-motorized recreation is also welcome.

The property of interest is located on North Cow Mountain. As other recreational areas close down, the Cow Mountain Recreation Area continues to increase in popularity and use, receiving a high volume of various relational activities.

On October 17, 2006, congress designated 42,585 acres as wilderness under the Northern California Coastal Wild Heritage Act. Part of the act designated Cow Mountain as a Congressionally-designated Recreation Area. The Act specifies the North Cow Mountain area be managed primary for other, non-motorized recreation.

| O&M Cost | Estimated "start up" cost: $5,000 | Estimated "annual" maintenance: $2,000 |
|---|---|---|

1 Includes fee and conservation easement interest
2 For donation and exchange "cost" = "value"

Bureau of Land Management
Attachment 2

# Activity: Land Acquisition
# Subactivity: Emergencies, Hardships, and Inholdings

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Emergency & Hardships | *$000* | 1,616 | 1,616 | +0 | +0 | +0 | 1,616 | +0 |
| | *FTE* | 0 | 0 | | +0 | +0 | 0 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Inholding, Emergency and Hardship program is $1,616,000.

## Program Overview

The Inholding, Emergency and Hardship program allows the BLM to promote conservation of natural landscapes and resources by consolidating privately owned land with publicly owned land when properties become available on short notice and would not remain available unless immediate action is taken. The availability of funds for Inholding, Emergency, and Hardship purchases permits timely actions to alleviate hardships and prevent adverse land use that may conflict with management objectives for adjacent public lands. The BLM's parcels targeted for purchase with these funds, although typically small and generally inexpensive, conserve and protect cultural and historic resources, permit retention of increasingly limited open spaces, preserve wildlife habitat and wilderness, enhance public recreation opportunities, and are strongly supported for Federal acquisition by local communities.

## 2016 Program Performance

In 2016, the BLM will respond to field requests for Inholding, Emergency and Hardship funding as they are submitted for consideration on a case-by-case basis. The Bureau will continue to focus on acquisitions that conserve and protect cultural and historic resources, retain open space, preserve wildlife habitat and wilderness, and enhance public recreation opportunities in the western U.S. in perpetuity

# Activity: Land Acquisition
# Subactivity: Acquisition Management

| | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|
| | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Acquisition Management | | | | | | | |
| *$000* | 1,898 | 1,904 | +96 | +0 | +0 | 2,000 | +96 |
| *FTE* | 10 | 10 | | +0 | +0 | 10 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Acquisition Management program is $2,000,000 and 10 FTE.

## Program Overview

The Acquisition Management program completes the administrative tasks necessary for the Land Acquisition program to acquire land funded through the Land and Water Conservation Fund. Acquisition Management program funds are used for title research, appraisal, appraisal review, project planning, boundary surveys, relocation, taxes, escrow, closing, coordination with BLM multi-resource programs, and coordination with local governments and private parties.

The BLM closely monitors funds spent for processing costs associated with the purchase of land and interests in land. Processing costs typically range between $50,000 and $100,000 per project, depending on the complexity of title searches and appraisals, boundary surveys, the number of parcels contained in each purchase, costs associated with the purchase of conservation easements, and other factors. Close communication with field offices and close monitoring of funds spent, allows the BLM to allocate the appropriate amount of funding to each office.

The Acquisition Management program receives assistance from dozens of third-party partners such as the Audubon Society, the Conservation Fund, the Nature Conservancy, the Trust for Public Land and the Wilderness Land Trust. These partners continually assist local communities and the BLM in supporting the acquisition and management of specific properties for cultural, recreational and wildlife values and to preserve open space. While the majority of these partners support acquisition of lands through grassroots political advocacy and long-term conservation management, some regional and national partners directly assist the BLM by becoming transactionally involved in the purchase of fee and conservation easement property interests. Approximately 80 percent of BLM purchase transactions are completed with the assistance of these third-party conservation partners. This assistance is a major cost savings for the BLM.

## 2016 Program Performance

In 2016, the BLM will complete the administrative tasks necessary to acquire fee or easement interests in lands designated for purchase under the Land Acquisition program.

# Budget Schedules – Current Law

| Account Symbol and Title<br>14X5033<br>Land Acquisition | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Land acquisition | 0001 | 11 | 14 | 16 |
| Acquisition management | 0002 | 2 | 2 | 2 |
| Total new obligations | 0900 | 13 | 16 | 18 |
| Budgetary resources: | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 16 | 23 | 27 |
| Budget authority: | | | | |
| Appropriations, discretionary: | | | | |
| Appropriation (special or trust fund) | 1101 | 19 | 20 | 38 |
| Appropriations transferred from other accts [014-1125] | 1121 | 1 | 0 | 0 |
| Appropriation, discretionary (total) | 1160 | 20 | 20 | 38 |
| Appropriation [Protected Conserving New Lands-LWCF] | 1160-40 | 20 | 20 | 38 |
| Baseline Civilian Pay | 1160-50 | | 1 | 1 |
| Baseline Non-Pay | 1160-50 | | 19 | 20 |
| Appropriation [Text] | 1160-40 | 0 | 0 | 0 |
| Baseline Non-Pay | 1160-50 | | 0 | 0 |
| Total budgetary resources available | 1930 | 36 | 43 | 64 |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 23 | 27 | 46 |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 1 | 6 | 7 |
| Obligations incurred, unexpired accounts | 3010 | 13 | 16 | 18 |
| Outlays (gross) | 3020 | -8 | -15 | -24 |
| Unpaid obligations, end of year | 3050 | 6 | 7 | 1 |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 1 | 6 | 7 |
| Obligated balance, end of year | 3200 | 6 | 7 | 1 |
| Budget authority and outlays, net: | | | | |
| Discretionary: | | | | |
| Budget authority, gross | 4000 | 20 | 20 | 38 |
| Outlays, gross: | | | | |
| Outlays from new discretionary authority | 4010 | 3 | 5 | 9 |

| Account Symbol and Title<br>14X5033<br>Land Acquisition | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Outlays from discretionary balances | 4011 | 5 | 10 | 15 |
| Outlays, gross (total) | 4020 | 8 | 15 | 24 |
| Budget authority, net (discretionary) | 4070 | 20 | 20 | 38 |
| Outlays, net (discretionary) | 4080 | 8 | 15 | 24 |
| Budget authority, net (total) | 4180 | 20 | 20 | 38 |
| Outlays, net (total) | 4190 | 8 | 15 | 24 |
| | | | | |
| Physical assets: | | | | |
| Major equipment: | | | | |
| Purchases and sales of land and structures for Federal use: | | | | |
| Direct Federal programs: | | | | |
| Budget Authority | 1340-01 | 20 | 20 | 38 |
| Outlays | 1340-02 | 8 | 15 | 24 |
| | | | | |
| Object Classification (O) ($ in Millions) | | | | |
| | | | | |
| Direct obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 1 | 1 | 1 |
| Other services from non-Federal sources | 25.2 | 3 | 5 | 6 |
| Land and structures | 32.0 | 9 | 10 | 11 |
| Total new obligations | 99.9 | 13 | 16 | 18 |
| | | | | |
| Employment Summary (Q) | | | | |
| Direct civilian full-time equivalent employment | 1001 | 10 | 10 | 10 |
| | | | | |
| Appropriations Requests in Thousands of Dollars (T) | | | | |
| Budget year budgetary resources [014-5033] | 1000 | | | 38,000 |

# Budget Schedules - Proposal

| Account Symbol and Title<br>14X5033<br>Land Acquisition | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Land acquisition | 0001 | 0 | 0 | 30 |
| Acquisition management | 0002 | 0 | 0 | 4 |
| Total new obligations | 0900 | 0 | 0 | 34 |
| Budgetary resources: | | | | |
| Budget authority: | | | | |
| Appropriations, mandatory: | | | | |
| Appropriations transferred from other accts [014-5005] | 1221 | 0 | 0 | 56 |
| Appropriations, mandatory (total) | 1260 | 0 | 0 | 56 |
| Appropriations, mandatory - Computed Totals | 1260-20 | 0 | 0 | 56 |
| Appropriation [LWCF] | 1260-40 | 0 | 0 | 56 |
| Total budgetary resources available | 1930 | 0 | 0 | 56 |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 0 | 0 | 22 |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 0 | 0 | 0 |
| Obligations incurred, unexpired accounts | 3010 | 0 | 0 | 34 |
| Outlays (gross) | 3020 | 0 | 0 | -6 |
| Unpaid obligations, end of year | 3050 | 0 | 0 | 28 |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 0 | 0 | 0 |
| Obligated balance, end of year | 3200 | 0 | 0 | 28 |
| Budget authority and outlays, net: | | | | |
| Mandatory: | | | | |
| Budget authority, gross | 4090 | 0 | 0 | 56 |
| Outlays, gross: | | | | |
| Outlays from new mandatory authority | 4100 | 0 | 0 | 6 |
| Budget authority, net (mandatory) | 4160 | 0 | 0 | 56 |
| Outlays, net (mandatory) | 4170 | 0 | 0 | 6 |
| Budget authority, net (total) | 4180 | 0 | 0 | 56 |
| Outlays, net (total) | 4190 | 0 | 0 | 6 |
| Physical assets: | | | | |

| Account Symbol and Title<br>14X5033<br>Land Acquisition | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Major equipment: | | | | |
| Purchases and sales of land and structures for Federal use: | | | | |
| Direct Federal programs: | | | | |
| Budget Authority | 1340-01 | 0 | 0 | 56 |
| Outlays | 1340-02 | 0 | 0 | 6 |
| Object Classification (O) ($ in Millions) | | | | |
| Direct obligations: | | | | |
| Other services from non-Federal sources | 25.2 | 0 | 0 | 10 |
| Land and structures | 32.0 | 0 | 0 | 24 |
| Total new obligations | 99.9 | 0 | 0 | 34 |
| Employment Summary (Q) | | | | |
| Direct civilian full-time equivalent employment | 1001 | 0 | 0 | 0 |

# Oregon and California Grant Lands

# Oregon and California Grant Lands

## Appropriations Language

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein, including existing connecting roads on or adjacent to such grant lands; [$113,777,000] *$107,734,000*, to remain available until expended: *Provided*, That 25 percent of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land-grant fund and shall be transferred to the General Fund in the Treasury in accordance with the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (43 U.S.C. 1181(f)). (Department of the Interior, Environment, and Related Agencies Appropriation Act, 2015.)

## Appropriations Language Citations

1. **For expenses necessary for management, protection, and development of resource and for construction, operation, and maintenance of access roads, reforestation, and other improvements**

This language provides authority to use appropriated funds provided for the BLM to carry out the mission of the Oregon and California Grant Lands program. The BLM manages these lands for forest diversity and sustainability while providing multiple-use benefits and services to local communities and the public. Activities focus on forest management, watershed health, wildlife and fisheries habitat improvement, recreation opportunities, cultural resources protection, and infrastructure maintenance.

2. **on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon,**

The BLM manages resources on public domain under the provisions of the Federal Land Policy and Management Act of 1976. Programs conducted on certain O&C grant lands within National Forests are under the jurisdiction of the U.S. Forest Service (USFS) and managed with USFS funds. The USFS returns receipts generated from activities on these lands to the BLM for payment to counties in accordance with the Act.

3. **and on adjacent rights-of-way and acquisition of lands or interests therein, including existing connecting roads on or adjacent to such grant lands;**

The O&C appropriation supports the acquisition of easements, road-use agreements for timber site access, and the design of access roads for general resource management purposes.

4. **$113,777,000 to remain available until expended**

This language provides authority to use $113,777,000 in appropriated funds to carry out the mission of the program. The language makes the funding no-year, available for expenditure in any year after the appropriation. This type of account allows BLM a valuable degree of flexibility needed to support multi-year contracts, agreements and purchases.

5. ***Provided*, That 25 percent of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land-grant fund and shall be transferred to the General Fund in the Treasury in accordance with the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (43 U.S.C. 1181(f)).**

The 2016 budget request reflects the continuation of BLM's Oregon and California Grant Lands existing authorities within the Office of the Secretary.

## Authorizations

***The Oregon and California Grant Lands Act of 1937*** **(43 U.S.C. 1181)** provides for conservation, management, permanent forest production, and sale of timber from revested Oregon and California (O&C) grant lands and reconveyed Coos Bay Wagon Road (CBWR) grant lands located in western Oregon.

***The Federal Land Policy and Management Act of 1976***, ***43 U.S.C. 1701 et seq.,*** as amended, provides for the public lands to be generally retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the *Mining and Minerals Policy Act of 1970*.

***The Federal Land Policy and Management Act*** applies to all public lands that include the O&C grant lands by definition (Sec. 103(e)). However, Sec. 701(b) of *FLPMA (43 U.S.C. 1701* note) provides that if any provision of FLPMA is in conflict with or inconsistent with the *O&C Act* and *Coos Bay Wagon Road Act*, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail. In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR grant lands in western Oregon.

***The Act of May 24, 1939* (*53 Stat. 753)*** relates to the disposition of funds from the CBWR grant lands located in western Oregon.

***The Timber Protection Act of 1922 (16 U.S.C. 594)*** provides for the protection of timber from fire, insects, and disease.

***The Secure Rural Schools and Community Self-Determination Act of 2000 (P.L. 106-393)*** authorizes stabilized payments to O&C and CBWR Counties for 2001 through 2006. Each county that received at least one payment during the eligibility period (1986-1999) received an amount equal to the average of the three highest 50-percent payments and safety net payments made for the years of the eligibility period. The payments were adjusted to reflect changes in the Consumer Price Index. The Act expired in 2006. The final payments for 2006 were made in 2007, consistent with the Act.

***P.L. 110-28*** provided one additional year of payments to O&C grant lands and Coos Bay Wagon Road counties.

***Sec. 601. of P.L. 110-343 Secure Rural Schools and Community Self-Determination Program*** provided an extension and ramping down of payments to the O&C grant lands and the Coos Bay Wagon Road counties through fiscal year 2011.

***P.L. 112-141 – Moving Ahead for Progress in the 21st Century Act (MAP-21)*** provided an extension of one year of Secure Rural School payments to O&C grant lands and Coos Bay Wagon Road counties.

**P.L. 113-*40 – Helium Stewardship Act of 2013*** provided an extension of one year of Secure Rural School payments to O&C grant lands and Coos Bay Wagon Road counties.

***Public Land Order 5490***, dated February 12, 1975, reserved all public lands in and west of Range 8 East of the Willamette Meridian and all lands within that area which hereinafter become public lands for multiple use management, including sustained yield of forest resources in connection with intermingled revested Oregon and California Railroad Grant Lands and reconveyed Coos Bay Wagon Road Grant Lands.

***Healthy Forest Restoration Act (P.L. 108-148)*** authorizes the BLM and the U.S. Forest Service to conduct hazardous fuels reduction projects on federal land in wildland-urban interface (WUI) areas and on certain other federal lands using expedited procedures.

***Land Conveyance to Douglas County, Oregon, (P.L. 108-206)*** authorized conveyance to Douglas County, Oregon, of approximately 68.8 acres of BLM-managed land in Douglas County in order to improve management of and recreational access to the Oregon Dunes National Recreation Area.

***Forest Ecosystem Health & Recovery Fund, (P.L. 102-381)*** authorized quick response to fire and reforestation of forests damaged by insects, disease, and fire and activities designed to reduce the risk of catastrophic damage to forests in addition to responding to damage events. Funds in this account are derived from the Federal share (defined as the portion of receipts not paid to the counties under 43 U.S.C. 1181f and 43 U.S.C. 1181-1 et seq., and P.L. 106-393) of receipts from all BLM timber salvage sales and all BLM forest health restoration treatments funded by this account. The authority to make deposits and to spend from this fund was provided in the 2010 Interior Appropriations Act (P.L. 111-88, 123 STAT. 2906) and was scheduled to expire at the end of fiscal year 2015. The 2015 Omnibus Appropriations Act (Section 117) extended this authority through 2020.

***Timber Sale Pipeline Restoration Funds (PL 104-134 - Section 327 of the Omnibus Consolidated Rescissions and Appropriations Act of 1996.***) established initial funds for the USFS and the BLM using revenues generated by timber sales released under *Section 2001(k) of the 1995 Supplemental Appropriations for Disaster Assistance and Rescissions Act.* The legislation directs that 75 percent of the subsequent pipeline fund be used to fill each agency's timber sale "pipeline" and that 25 percent of the pipeline funds be used to address maintenance backlog for recreation projects on BLM and USFS lands after statutory payments are made to State and local governments and the U.S. Treasury.

***Stewardship Contracting (Sec. 347 of Public Law 105-277, as amended by Public Law 108-7 and Public Law 113-79)*** permanently authorizes the BLM, via agreement or contract as appropriate, to enter into stewardship contracting projects with private persons or other public or private entities to perform services to achieve land management goals for the national forests and the public lands that meet local and rural community needs.

**Summary of Requirements**

*(dollars in thousands)*

| | 2014 Actual | | 2015 Enacted | | 2016 President's Budget | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Fixed | Transfers | | Program Changes | | Requested Amount | | Change from 2015 Enacted | |
| | *FTE* | Amount | *FTE* | Amount | Cost | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount |
| **Western Oregon Resources Management** | | | | | | | | | | | | | |
| Forest Management | *261* | 33,447 | *261* | 33,447 | +305 | - | - | - | - | *261* | 33,752 | - | +305 |
| Reforestation & Forest Development | *134* | 23,851 | *134* | 23,851 | +172 | - | - | - | - | *134* | 24,023 | - | +172 |
| Other Forest Resource Mgmt | *271* | 36,985 | *271* | 36,985 | +263 | - | - | -24 | -3,753 | *247* | 33,495 | *-24* | -3,490 |
| Resource Mgmt Planning | *51* | 7,140 | *51* | 7,140 | +20 | - | - | -10 | -3,175 | *41* | 3,985 | *-10* | -3,155 |
| **Total, Western Oregon Resource Management** | ***717*** | **101,423** | ***717*** | **101,423** | **+760** | **-** | **-** | **-34** | **-6,928** | ***683*** | **95,255** | ***-34*** | **-6,168** |
| **Info. & Resource Data Systems** | ***11*** | **1,923** | ***11*** | **1,772** | **+14** | **-** | **-** | **-** | **-** | ***11*** | **1,786** | **-** | **+14** |
| **Transportation & Facilities Maintenance** | | | | | | | | | | | | | |
| Annual Maintenance | - | - | - | - | - | - | - | - | - | - | - | - | +0 |
| Annual Maintenance & Operations | *68* | 10,063 | *68* | 9,517 | +85 | - | - | - | - | *68* | 9,602 | - | +85 |
| **Subtotal, Western Oregon Trans & Facilities Maint** | ***68*** | **10,063** | ***68*** | **9,517** | **+85** | **-** | **-** | **-** | **-** | ***68*** | **9,602** | **-** | **+85** |
| **Construction & Acquisition** | ***3*** | **310** | ***3*** | **312** | **+12** | **-** | **-** | **-** | **-** | ***3*** | **324** | **-** | **+12** |
| **NMs & NCAs** | ***5*** | **748** | ***5*** | **753** | **+14** | **-** | **-** | **-** | **-** | ***5*** | **767** | **-** | **+14** |
| **Total, Oregon & California Grant Lands** | ***804*** | **114,467** | ***804*** | **113,777** | **+885** | **-** | **-** | **-34** | **-6,928** | ***770*** | **107,734** | ***-34*** | **-6,043** |

## Justification of Fixed Costs and Internal Realignments
## Oregon and California Grant Lands

*(Dollars In Thousands)*

| Other Fixed Cost Changes and Projections | 2015 Total or Change | 2015 to 2016 Change |
|---|---|---|
| **Change in Number of Paid Days** | **-** | **+134** |
| This column reflects changes in pay associated with the change in the number of paid days between 2015 and 2016. total paid days for FY 2016 is 262 which is one day (+1) increase from FY 2015 paid days of 261. FTE hours for FY 2016 is 2096. | | |
| **Pay Raise** | **+343** | **+424** |
| The change reflects the salary impact of a programmed pay raise increases. This estimate relects one quarter (October-December) of the programmed pay raise for 2015. This estimate reflects three quarter (January - September) of the programmed pay raise for 2016. | | |
| **Seasonal Federal Health Benefit Increase** | **-** | **-** |
| The change reflects changes in the fixed cost portion of the Seasonal Health Benefits Model. Remaining costs associated with offering Health Benefits to seasonal employees are reflected as program changes in the Administrative Support subactivity. | | |
| **Employer Contribution to FERS** | **5,270** | **+327** |
| The change reflects the directed increase of 0.5% in employer's contribution to the Federal Employee Retirement System. This estimate captures an increase of 0.5% to FY2016 employer contribution to the Federal Employee Retirement Service (FERS). The FY2015 FERS contribution assumption was 13.2%. The FY2016 level is 13.7%. The baseline for these estimates is the FY2014 pay actuals. | | |

## Appropriation Description

The Oregon and California (O&C) grant lands appropriation provides for management of the revested O&C Railroad grant lands and the reconveyed Coos Bay Wagon Road (CBWR) grant lands. The BLM manages these lands for forest diversity and sustainability while providing an array of multiple-use benefits and services to local communities and the public (see discussion under each activity and subactivity). As mandated by the O&C Act of 1937 (43 U.S.C. 1181), these lands are managed for timber production under the principle of sustained yield. Activities focus on forest management including commodity production; watershed health and productivity including soil and water restoration projects; wildlife and fisheries habitat improvement; recreation opportunities; cultural resources protection; and infrastructure maintenance.

The BLM manages 2.4 million acres of O&C grant lands, CBWR lands, and intermingled public domain lands with this appropriation. The BLM manages resources on public domain land (10 percent of the area) under the provisions of the Federal Land Policy and Management Act of 1976. Programs conducted on certain O&C grant lands within National Forests are under the jurisdiction of the U.S. Forest Service (USFS) and managed with USFS funds (often refered to as Controverted O&C Lands). The USFS returns receipts generated from activities on these lands to the BLM for payment to counties in accordance with the Act. The five budget activities of the O&C appropriation are summarized below. Through these activities, the BLM implements resource management plans (RMP) and supports resource activities on the O&C and CBWR grant lands under the BLM's jurisdiction.

- ***Western Oregon Construction and Acquisition*** provides for the acquisition of easements, road-use agreements for timber site access, and the design of access roads for general resource management purposes.

- ***Western Oregon Transportation and Facilities Maintenance*** provides for maintenance activities for the transportation system, office buildings, warehouse and storage structures, shops, greenhouses, and recreation sites. This program's efforts maintain the transportation system necessary for effective implementation of the RMPs. Road maintenance activities help to reduce or eliminate negative impacts of poor road conditions on aquatic and fisheries resources, including Pacific salmon and other resident and anadromous fish populations in the Northwest.

- ***Western Oregon Resources Management*** provides for planning, preparing, offering, administering and monitoring timber sales; maintaining the sustainability of forest resources and timber harvest through reforestation, development, and restoration techniques; managing and monitoring wildlife habitat, recreational opportunities, and rangeland resources; and maintaining or improving water and air quality.

- ***Western Oregon Information and Resource Data Systems*** provides for the acquisition, operation, and maintenance of the automated data support systems required for the management of the O&C grant lands. The focus of this program is to make data operational for monitoring and adaptive management; and for developing and analyzing activity plans, such as timber sales and habitat management plans.

- ***Western Oregon National Monuments and National Conservation Areas*** provides for the management of National Monuments and National Conservation Areas and other similar Congressionally designated areas in western Oregon.

| O&C LANDS IN WESTERN OREGON (ACRES) | |
|---|---|
| **BLM-Managed Lands** | |
| O&C Grant Lands | 2,084,796 |
| CBWR Lands | 74,547 |
| Public Domain Lands | 239,500 |
| **Total – BLM** | **2,398,843** |
| **U.S. Forest Service-Managed Lands** | |
| Controverted O&C Lands | 462,678 |
| Special Act O&C Lands | 29,721 |
| **Total - U.S. Forest Service** | **492,399** |

## Additional Funding Methods

In addition to the O&C Grant Lands appropriation, two Permanent Appropriations, the Timber Sale Pipeline Restoration Fund and the Forest Ecosystem Health and Recovery Fund, are available for use and do not require annual appropriation action. These are the outlined in Permanent Operating Funds, 2016 Budget Justifications.

## Management of Oregon and California Grant Lands

The BLM manages 2.4 million acres of O&C and CBWR lands in western Oregon. The BLM has practiced sustainable forest management, as outlined in the O&C Act of 1937, which includes a provision for the western Oregon counties to receive shares of timber sale receipts. In the late 1970's, USFS researchers observed a rapid decline in the populations of the Northern Spotted Owl, a species associated with old-growth forests. In 1990, the U.S. Fish and Wildlife Service (FWS) listed the Northern Spotted Owl as threatened under the Endangered Species Act of 1973, citing loss of old-growth habitat. The BLM modified management of forested lands to conserve the old-growth forests , reducing the annual timber sale volumes and thus reducing receipts to counties.

Soon after the listing of the owl, President Clinton convened a group of scientists called the Forest Ecosystem Management Assessment Team. Their Assessment report in 1993, led to the development of the Northwest Forest Plan (NWFP) in 1994; the NWFP amended BLM and USFS land use plans within the range of the Northern Spotted Owl. This plan set out land use allocations, standards and guidelines for management designed to contribute to the recovery of Northern Spotted Owls and marbled murrelets and to produce a predictable and sustainable level of timber sales. Under the NWFP, agencies are required to survey and manage for rare, uncommon, or little known species of plants and animals.

The BLM has managed the O&C lands under the NWFP since 1994. The change in management resulting from the NWFP has not been without controversy. The BLM's Western Oregon Districts continue to receive protests, appeals, and litigation on individual timber sales as well as on other larger programmatic issues.

In 2009, the Western Oregon Plan Revisions (2008 Records of Decision), finalized in December, 2008, were withdrawn by the Secretary. He determined the process was legally flawed, having failed to complete consultation under the Endangered Species Act. The decision to withdraw the 2008 Records of Decision was accompanied with the direction to revert to managing the O&C lands under the Northwest Forest Plan (1995 Records of Decision/RMP). Since 2009, the BLM has subsequently designed a timber sale program of work consistent with

the 1995 Records of Decision, Northwest Forest Plan, the Endangered Species Act, and other laws and regulations. Forest restoration is one of the goals of the NWFP, and is emphasized where appropriate in the context of the timber sale planning process. The BLM resource management plans continue to be litigated from both conservation and industry groups, resulting in a complicated and changing legal framework under which managers must implement projects.

In October 2009, former BLM Director Abbey and the late FWS Director Sam Hamilton convened the interdisciplinary Western Oregon Task Force. The task force, composed of experts across a range of resource disciplines, from the BLM, the FWS, the National Marine Fisheries Service and the USFS, examined the Western Oregon Plan Revisions process and the long-standing challenges of managing the forests for multiple goals. The task force issued recommendations that the BLM and other Federal agencies have been working on in order to find new approaches for forest management.

In December 2010, the Secretary initiated a plan applying the principles of ecological forestry as suggested by Doctors Norm Johnson and Jerry Franklin, on BLM lands. This ongoing initiative explores ways to restore ecological processes and address economic issues on O&C lands. As of December 2014, the BLM has completed a number of forestry ecological pilot timber sales and continues to offer additional timber sales in various western Oregon Districts. The projects seek to:

- Demonstrate a landscape level approach to forest ecosystem restoration that includes active management;
- Restore functional and sustainable ecological conditions in Federal forests;
- Allow recovery for threatened species; and
- Provide needed employment opportunities.

The FWS is assisting in development and review of the ecological forestry efforts. The BLM is using a variety of means to inform and involve stakeholders to stimulate collaboration with public stakeholders.

In June 2011, the FWS issued their Revised Recovery Plan for the Northern Spotted Owl, and in November 2012, issued the final Critical Habitat Rule for the Northern Spotted Owl. Both the Recovery Plan and the final Critical Habitat Rule emphasize maintenance and enhancement of Northern Spotted Owl habitat and do not preclude active forest management, where appropriate, to increase stand resiliency, reduce hazardous fuels, and promote ecological diversity. The BLM is incorporating the new Critical Habitat Rule and Recovery Plan into out-year timber sale planning.

In February 2012, the BLM announced new planning efforts for the six West-side Oregon Resource Management Plans. The BLM expects to release the Draft EIS for public comment in the spring of 2015 with an anticipated completion date for signing the Record of Decision scheduled for spring of 2016. The present RMPs were signed in 1995. The new RMPs will analyze management of the different resources and incorporate new information including the 2011 Northern Spotted Owl Recovery Plan and 2012 Final Critical Habitat Rule. The U.S. Forest Service Oregon and Washington National Forests within the Northwest Forest Plan region are in the very initial planning phase to revise their National Forest Plans.

## Timber Harvest Targets and Volumes

The long-term annual timber target or allowable sale quantity (ASQ) from O&C lands and as declared in the six Resource Management Plans (RMPs) is 203 million board feet (MMBF). Although volume offered from the reserve land use allocations does not count towards the ASQ target, it does contribute towards meeting the BLM's annual performance target; achieving ecological objectives in reserve areas through active management; and contributing to the needs of rural communities. The NWFP timber targets and accomplishments displayed in the tables below are for the BLM-managed lands in both western Oregon and northern California, even though timber activities in northern California are funded by other appropriations.

| BLM O&C WESTERN OREGON AND CALIFORNIA ALLOWABLE SALE QUANTITY – TOTAL VOLUME OFFERED UNDER THE NWFP | | | | | | |
|---|---|---|---|---|---|---|
| **BLM NWFP Area Timber Volume Targets** | | | | | | |
| **Year** | **Allowable Sale Quantity Target** | | | **Total Volume Offered** | | |
| | **OR** | **CA** | **Total** | **OR** | **CA** | **Total** |
| 1995 | 118 | 15 | 133 | 127.3 | 22.8 | 150.1 |
| 1996 | 180 | 2.5 | 182.5 | 189.7 | 5.8 | 195.5 |
| 1997 | 211 | 2.5 | 213.5 | 212 | 10.2 | 222.2 |
| 1998 | 211 | 2.5 | 213.5 | 257.5 | 0.4 | 257.9 |
| 1999 | 203 | 2.5 | 205.5 | 61.7 | 3.1 | 64.8 |
| 2000 | 203 | 2.5 | 205.5 | 69.2 | 0.7 | 69.9 |
| 2001 | 203 | 1 | 204 | 56.4 | 0.1 | 56.5 |
| 2002 | 203 | 1 | 204 | 162.5 | 0.4 | 162.9 |
| 2003 | 203 | 1 | 204 | 162.7 | 0 | 162.7 |
| 2004 | 203 | 1 | 204 | 140 | 0.1 | 140.1 |
| 2005 | 203 | 1 | 204 | 198.2 | 7.7 | 205.9 |
| 2006 | 203 | 1 | 204 | 200.6 | 0.6 | 201.2 |
| 2007 | 203 | 1 | 204 | 195.6 | 3.2 | 198.8 |
| 2008 | 203 | 1 | 204 | 236.0 | 0.8 | 236.8 |
| 2009 | 203 | 1 | 204 | 202 | 0.8 | 202.8 |
| 2010 | 203 | 1 | 204 | 233 | 0.8 | 233.8 |
| 2011 | 203 | 1 | 204 | 197 | 1.8 | 198.8 |
| 2012 | 203 | 1 | 204 | 206.4 | 0.5 | 206.9 |
| 2013 | 203 | 1 | 204 | 204.9 | 0.0 | 204.9 |
| 2014 | 203 | 1 | 204 | 239.4 | .2 | 239.6 |
| 2015 est. | 203 | 1 | 204 | 214 | 1.0 | 215 |
| 2016 est. | 203 | 1 | 204 | 203 | 1.0 | 204 |
| *Note: Timber volumes displayed include BLM-managed lands in California managed within the area of the NWFP, even though activities are funded by BLM appropriations other than O&C funds.* | | | | | | |

## O&C Revenues and Receipts

The BLM derives timber receipts used for O&C payments from the harvest of timber on O&C lands managed by the BLM, and controverted O&C grant lands under the jurisdiction of the USFS. In addition, the BLM derives receipts from CBWR and Public Domain lands in western Oregon as well.

While the projected timber receipts in 2016 are lower than those projected for 2015, timber sale receipts have risen significantly as the economy recovers from the Great Recession and associated construction decline. The large increase in 2014 is reflective of the large amount of salvage volume sold and harvested in 2014 as well as improving market conditions.

| | TIMBER RECEIPTS FOR WESTERN OREGON BLM LANDS (Million $) | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | **2008** | **2009** | **2010** | **2011** | **2012** | **2013** | **2014** | **2015 est.** | **2016 est.** |
| **O&C Grant Lands** | | | | | | | | | |
| Regular Sales | 13.0 | 14.2 | 9.7 | 11.6 | 11.5 | 17.3 | 30.2 | 22.0 | 19.0 |
| Salvage Sales | 4.3 | 5.5 | 3.2 | 2.7 | 4.3 | 4.0 | 4.5 | 4.5 | 4.5 |
| Subtotal | 17.3 | 19.7 | 12.9 | 14.3 | 15.8 | 21.3 | 34.7 | 26.5 | 23.5 |
| **CBWR Lands** | | | | | | | | | |
| Regular Sales | 0.3 | 0.2 | .8 | 0 | 1.0 | 2.2 | 3.3 | 2.0 | 1.0 |
| Salvage Sales | 0.1 | 0 | 0 | 0 | 0.2 | 0.2 | 0.1 | 0.2 | 0.2 |
| Subtotal | 0.4 | 0.2 | 0.8 | 0.1 | 1.2 | 2.4 | 3.4 | 2.2 | 1.2 |
| **Timber Sale Pipeline Restoration Fund** | | | | | | | | | |
| PD, O&C, and CBWR | 9.,8 | 4.5 | 4.3 | 3.9 | 3.8 | 2.4 | 4.3 | 2.0 | 2.8 |
| **Stewardship Contract Excess Proceeds** | | | | | | | | | |
| PD, O&C, and CBWR | 0 | 0.2 | 0 | 0.1 | 0.3 | 0.05 | 0.1 | 0.0 | 0.0 |
| Total Receipts | 27.60 | 24.6 | 18.0 | 18.3 | 21.1 | 26.1 | 42.5 | 30.7 | 27.5 |

## Timber Sale Pipeline Restoration Fund

The Timber Sale Pipeline Restoration Fund (the Pipeline Fund) was established under Section 327 of the Omnibus Consolidated Rescissions and Appropriations Act of 1996. The Act established separate funds for the USFS and the BLM, using revenues generated by timber sales released under Section 2001(k) of the 1995 Supplemental Appropriations for Disaster Assistance and Rescissions Act, which directs that 75 percent of the Pipeline Fund be used to fill each agency's timber sale "pipeline" and that 25 percent of the Pipeline Fund be used to address maintenance backlog for recreation projects on BLM and USFS lands after statutory payments are made to State and local governments and the U.S. Treasury.

At the end of 2014, the balance in BLM's Pipeline Fund was approximately $8.5 million. The BLM has implemented a spend-down plan to bring the Pipeline Fund balance down to approximately $5.0 million by the end of 2015. This carryover balance generally offsets irregular annual deposits caused by fluctuations in timber market conditions and purchasers opting on which year to harvest their 1-3 year timber sale contracts. A balance at the end of the year allows continued use of the Pipeline Fund to meet the Pipeline Fund's annual objective of rebuilding and maintaining the timber sale pipeline. Receipts, deposits and cumulative expenditures are described in the Permanent Operating Funds chapter.

## Payments to the O&C Counties

Timber harvest levels have dropped significantly from the historical levels of the late 1980s and early 1990s. The traditional payment formulas defined in Title II of the Oregon and California Grant Lands Act of 1937, U.S.C. 43 1181f, (50 Stat. 876, Title II) were modified to account for these declines and provide fiscal predictability to the O&C counties.

Receipts from public domain lands within the O&C grant lands are distributed to the State of Oregon (four percent), the General Fund of the U.S. Treasury (20 percent), and the Reclamation Fund (76 percent), except those generated through projects funded by the Forest

Ecosystem Healthy Recovery Fund and the Timber Sale Pipeline Restoration Fund, which are deposited into those accounts.

**PAYMENT TO WESTERN OREGON COUNTIES (MILLION $)†**

| Year | O&C Lands | CBWR Lands | Total Payment |
|---|---|---|---|
| **1994** | $78.6 | $0.6 | $79.2 |
| **1995** | 75.8 | 0.6 | 76.4 |
| **1996** | 73.0 | 0.6 | 73.6 |
| **1997** | 70.3 | 0.6 | 70.9 |
| **1998** | 67.5 | 0.5 | 68.0 |
| **1999** | 64.7 | 0.5 | 65.2 |
| **2000** | 61.9 | 0.5 | 62.4 |
| **2001** | 0.0 | 0.0 | 0.0 |
| **2002** | 108.7 | 1.0 | 109.7 |
| **2003** | 109.6 | 1.0 | 110.6 |
| **2004** | 110.9 | 1.0 | 111.9 |
| **2005** | 112.3 | 1.0 | 113.3 |
| **2006** | 114.9 | 1.0 | 115.9 |
| **2007** | 116.3 | 1.0 | 117.3 |
| **2008** | 115.9 | 1.0 | 116.9 |
| **2009** | 104.5 | 0.9 | 105.4 |
| **2010** | 94.0 | 0.8 | 94.8 |
| **2011** | 84.7 | 0.7 | 85.5 |
| **2012** | 39.7 | 0.3 | 40.0 |
| **2013††** | 37.7 | 0.3 | 38.0 |
| **2014** | 39.3 | 0.3 | 39.6 |
| **2015†††** | 18.0 | 0.2 | 18.2 |

†Payments reflect the fiscal year the payments were made **in**.
††BLM made 94.9% of payments for FY 2013, reserving approximately $2.04 million against sequestration
††† Payments based upon 1937 Act for O&C lands and 1939 Act for CBWR lands - Payments subject to 7.3% sequester. CBWR payments are estimated as payments are still pending

Under the Secure Rural Schools and Community Self-Determination Act of 2000 (P.L. 106-393), the annual payments to the 18 O&C counties were derived from any revenues, fees, penalties, or miscellaneous receipts (exclusive of deposits to any relevant trust fund, or permanent operating funds such as the Timber Sale Pipeline Restoration or the Forest Ecosystem Health and Recovery funds) received by the Federal government from activities by the BLM on O&C lands, and to the extent of any shortfall, out of any funds in the Treasury not otherwise appropriated. The Secure Rural Schools Act of 2000 provided that, for 2001-2006, each payment to eligible counties would be an amount equal to the average of the three highest payments made during fiscal years 1986-1999. For each payment made by the BLM under the law, the full payment amount would be adjusted for inflation. The Secure Rural Schools Act of 2000 expired in 2006 and final payments for 2006 were made in 2007, consistent with the Act. Public Law 110-28 provided payments for one additional year. In October 2008, Congress enacted Section 601 of Public Law 110-343, which extended the Secure Rural Schools Act of 2000. Public Law 110-343 provided an extension of payments to the O&C grant lands and the Coos Bay Wagon Road counties through fiscal year 2011. As in the prior act, payments were to be made for the year prior. The payments for 2008 through 2010 are described in the law as "transition" payments, and are a declining percentage of the payments made in 2006; the payment in 2009 (for 2008) is 90 percent of the amount paid in 2006, the payment in 2010 (for 2009) is 81 percent, and the payment in 2011 (for 2010) is 73 percent. The payments made to counties in 2012 (for 2011) used a formula based on several factors that include acreage of Federal land, previous payments, and per capita personal income. More information on these payments is contained in the Miscellaneous Permanent Payments chapter.

Since the Secure Rural Schools Act of 2000, the BLM has worked collaboratively with the five western Oregon Resource Advisory Committees, to review over 1,000 restoration projects and implement over 600 of them totaling over $43.0 million dollars.

In 2012 and 2013, the Secure Rural Schools Act was reauthorized for one year under PL 112-141 (2012 payments made in 2013) and PL 113-40 (2013 payments made in 2014). The total SRS payment made in fiscal year 2013 was $38,008,975.11 and the total SRS payment made in fiscal year 2014 was $39,630,137.85.

The 2016 Budget includes a legislative proposal to reauthorize the Secure Rural Schools Act with mandatory funding through the U.S. Forest Service. The proposal includes a five-year reauthorization, starting with the payments for fiscal year 2015. This SRS proposal revises the allocation split between the three portions of the program from the current authority emphasizing enhancement of forest ecosystems, restoration and improvement of land health and water quality and the increase of economic activity. For more information on this proposal, see the USFS 2016 Budget Justification.

# Activity: Western Oregon Acquisition

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Construction & Acquisition | *$000* | 310 | 312 | +12 | +0 | +0 | 324 | +12 |
| | *FTE* | 3 | 3 | | +0 | +0 | 3 | +0 |

## Justification of 2016 Program Change

The 2016 Budget Request for the Western Oregon Acquisition Program is $324,000 and 3 FTE.

## Activity Description

The Western Oregon Acquisition Program uses appropriated funds to acquire and protect access to public lands in western Oregon, providing access to BLM timber sales and other activities associated with managing Oregon and California (O&C) lands. The BLM estimates that nearly 5,000 separate tracts of O&C lands require some form of access for proper management. The BLM obtains access by purchase of perpetual easements, acquisition, or condemnation. Acquisition funding is also used to manage the historical reciprocal rights-of-way agreements, and acquire additional lands or interests in lands needed for infrastructure development including recreation sites, administrative sites, and transportation facilities.

The BLM has many long-standing (since the 1950s) reciprocal right-of-way agreements with surrounding and adjacent private landowners allowing reciprocal use of each owner's roads. Access to western Oregon O&C lands is dependent upon the continual upkeep of these long standing reciprocal rights-of-way agreements. As adjacent private lands change ownership, existing agreements need to be continuously negotiated and updated. The BLM prioritizes reciprocal right-of-way agreements based upon both private requests and land management needs. Generally, right-of-way agreements necessary to meet timber management performance measures for the BLM and adjacent private harvesting plans receive the highest priority, while access to recreational and key administrative facilities also receive high priority.

***Other Funding Sources*** – Timber haul roads, or "fee roads" negotiated under reciprocal right-of-way agreements are maintained using both appropriated funds and road maintenance fees collected from commercial users and deposited into a permanent account for road maintenance.

## 2016 Program Performance

In 2016, the Western Oregon Acquisition Program proposes to:

- Complete up to 20 new reciprocal right-of-way agreements, amendments, or assignments; and
- Complete uploading historic 1950s reciprocal O&C ROW agreement data into an electronic and GIS database that facilitates analysis for 14,000 miles of roads, expedites analysis of third party ROW agreements, and depicts public access via GIS.

# Activity: Western Oregon Transportation and Facilities Maintenance

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Annual Maintenance & Operations | $000 | 10,063 | 9,517 | +85 | 0 | 0 | 9,602 | +85 |
| | FTE | 68 | 68 | | +0 | +0 | 68 | +0 |
| Transportation & Facilities Maintenance | $000 | 10,063 | 9,517 | +85 | +0 | +0 | 9,602 | +85 |
| | FTE | 68 | 68 | | +0 | +0 | 68 | 0 |

## Justification of 2016 Program Changes

The 2016 budget request for Western Oregon Transportation and Facilities Maintenance program is $9,602,000 and 69 FTE.

## Activity Description

In 2014, under the Interior, Environment, and Related Appropriations (P.L. 113-76), the O&C Deferred Maintenance function was transferred to the Management of Lands and Resources, Deferred Maintenance and Capital Improvements Subactivity, leaving only the Annual Maintenance and Operations Program in the Transportation and Facilities Maintenance Activity.

# Activity: Western Oregon Transportation and Facilities Maintenance

# Subactivity: Annual Maintenance & Operations

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Annual Maintenance & Operations | *$000* | 10,063 | 9,517 | +85 | +0 | +0 | 9,602 | +85 |
| | *FTE* | 68 | 68 | | +0 | +0 | 68 | +0 |

| Other Resources Supporting Annual Maintenance & Operations: | | | | | |
|---|---|---|---|---|---|
| | | 2014 Actual | 2015 Estimate | 2016 Estimate | Change from 2015 |
| Road Maintenance | *$000* | 3,103 | 2,530 | 2,530 | +0 |
| | *FTE* | 10 | 10 | 10 | +0 |

Notes:

*- Road Maintenance amounts are shown as new budget authority derived from provisions for amortization of road costs in contracts and by cooperative financing with other public agencies and with private agencies or persons, or by a combination of these methods; 43 USC 1762(c), which provides the authority to acquire, construct, and maintain roads within and near the public lands to permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources thereof. appropriates these funds on a permanent basis. More information on Road Maintenance is found in the Permanent Operating Funds chapter*

*- Amount in 2014 and 2015 for Road Maintenance shown net of sequestration*

*- Road Maintenance is used on both Oregon and California Grant Lands and Public Domain Forestry Lands*

*- Actual and estimated obligations, by year for Road Maintenance are found in President's Budget Appendix under the BLM section*

*- The Road Maintenance appropriation is also a collaborative activity of the MLR Annual Maintenance & Operations program, accounting for less than $100,000 in available receipts from public domain lands*

## Justification of 2016 Program Changes

The 2016 budget request for Western Oregon Annual Maintenance and Operations program is $9,602,000 and 69 FTE.

### Program Overview

The Operations and Annual Maintenance Program maintains the BLM's investment in the transportation network, preserves public safety, and minimizes environmental impacts, especially related to water quality and soil erosion, and provides for functional utilities and other services at visitor and administrative sites supporting O&C grant land functions. BLM-managed roads serve commercial, administrative, and local government functions. They also serve public land users by providing for timber haul, school bus and emergency routes, and access to private, local, State, and Federal lands. The types of facilities maintained by the BLM in western Oregon include:

**Program Process Improvements**

Periodic maintenance reviews are performed within each district to assure the maintenance work meets or exceeds district expectations and is within established budgets. Districts are also required to complete annual Maintenance Operation Plans (MOP's) to show their planned work. Costs can then be monitored against the planned targets by WO, state, and district program leads to determine the effectiveness of the maintenance program.

- Sixty-five administrative sites with 162 buildings served by 230 separate mechanical, plumbing and electrical systems;
- One hundred and seventy recreation sites with 350 buildings, served by trash collection, sanitation facilities, and safe drinking water;
- Three dams; and
- A system of 14,200 miles of roads, including 131 miles designated as Back Country Byways, 324 miles of trails, along with related structures including 410 bridges, 586 major culverts, and multiple retaining walls and subsurface drainage systems.

**Critical Factors**
The following factors can impact program performance:

- Natural disturbances (heavy winter rains, windstorms, wildfires) which alter maintenance priorities, requiring changes to planned work; and
- State of Oregon Parks and Recreation surveys indicate that public use of BLM's recreational facilities and the roads accessing them is increasing.

Maintenance priorities are established at the district and field office level annually using a MOP. This prioritization is based on roads and facilities that are essential to the districts and have the highest impact on the health and safety of employees, contractors, and the general public. Emergency repair work that is identified as high priority is completed as soon as funding is available.

**Other Funding Sources**

Most O&C roads and trails used by the public are maintained using appropriated funds. Timber haul roads, or "fee roads," are maintained using both appropriated funds and road maintenance fees that are collected from commercial users and deposited into a permanent operating fund for road maintenance.

Recreation facility maintenance activities are partially funded by the O&C Recreation Management Program, use fees, and the O&C National Monuments and National Conservation Areas subactivity. Eighteen of 170 O&C recreation sites participate in the Recreation Site Fee program.

## 2016 Program Performance

The BLM will continue to emphasize maintenance on high-priority facilities, particularly those that have the greatest public exposure and use. In 2016, the Western Oregon Operations and Annual Maintenance Program proposes to complete routine annual maintenance at 275 recreation sites, 88 bridges, 175 BLM administrative buildings, and 45 BLM non-building sites. In addition, over 14,000 miles of roads will be assessed to prioritize where 2,000 miles of annual road maintenance will occur in 2016. Annual routine maintenance will also include upkeep of wells, sanitation facilities, and trails to reduce public health and safety risks and provide positive recreational experiences.

# Activity: Western Oregon Resources Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Forest Management | *$000* | 33,447 | 33,447 | +305 | +0 | +0 | 33,752 | +305 |
| | *FTE* | 261 | 261 | | +0 | +0 | 261 | +0 |
| Reforestation & Forest Development | *$000* | 23,851 | 23,851 | +172 | +0 | +0 | 24,023 | +172 |
| | *FTE* | 134 | 134 | | +0 | +0 | 134 | +0 |
| Other Forest Resource Mgmt | *$000* | 36,985 | 36,985 | +263 | +0 | -3,753 | 33,495 | -3,490 |
| | *FTE* | 271 | 271 | | +0 | -24 | 247 | -24 |
| Resource Mgmt Planning, Assessment, and Monitoring | *$000* | 7,140 | 7,140 | +20 | +0 | -3,175 | 3,985 | -3,155 |
| | *FTE* | 51 | 51 | | +0 | -10 | 41 | -10 |
| Total, -Western Oregon Resource Management | *$000* | 101,423 | 101,423 | +760 | +0 | -6,928 | 95,255 | -6,168 |
| | *FTE* | 717 | 717 | | +0 | -34 | 683 | -34 |

| Other Resources Supporting Forest Management: | | | | | |
|---|---|---|---|---|---|
| | | 2014 Actual | 2015 Estimate | 2016 Estimate | Change from 2015 |
| Forest Ecosystem Health and Recovery Fund | *$000* | 4,524 | 3,601 | 6,396 | +2,795 |
| | *FTE* | 48 | 48 | 48 | +0 |
| USFS Forest Pest Control | *$000* | 310,000 | 606,000 | 500,000 | -106,000 |
| | *FTE* | 0 | 0 | 0 | +0 |
| Timber Sale Pipeline Restoration | *$000* | 2,991 | 2,218 | 2,180 | -38 |
| | *FTE* | 23 | 23 | 23 | +0 |

Notes:

*- Forest Ecosystem Health and Recovery Fund amounts are shown as new budget authority derived from the federal share of receipts from all BLM timber salvage sales, and from BLM forest health restoration treatments funded by this account; 43 USC 1736a appropriates these funds on a permanent basis. More information on Forest Ecosystem Health and Recovery Fund is found in the Permanent Operating Funds chapter. Forest Ecosystem Health and Recovery Fund is used on both Oregon and California Grant Lands and Public Domain Forestry Lands.*

*- USFS Forest Pest Control amounts are shown as estimated transfers. More information on USFS Forest Pest Control is found in the U.S. Forest Service budget Justifications. USFS Forest Pest Control is used on both and Public Domain Forestry Lands.*

*- Timber Sale Pipeline Restoration amounts are shown as new budget authority derived from revenues generated by timber sales released under Section 2001(k) of the 1995 Supplemental Appropriations for Disaster Assistance and Rescissions Act, which directs that 75 percent of the fund be used to fill the BLM's timber sale pipeline and that 25 percent of the fund be used to address the maintenance backlog for recreation projects on BLM land; Section 327 of the Omnibus Consolidated Appropriations Act of 1996 (Public Law 104-134) appropriates these funds on a permanent basis. More information on Timber Sale Pipeline Restoration is found in the Permanent Operating Funds chapter. Timber Sale Pipeline Restoration is used on lands in Oregon that are managed under the Northwest Forest Plan. The Interior, Environment, and Related Agencies Appropriation Act of 1996 (Public Law 104-134), Section 327, states that the Secretary of the Interior shall establish a Timber Sales Pipeline Restoration Fund, of which 75 percent shall be available for preparation of timber sales and 25 percent shall be available to expend on the backlog of recreation projects on lands administered by the Bureau of Land Management, without fiscal year limitation or further appropriation.*
*- Amount in 2014 and 2015 for Forest Ecosystem Health and Recovery Fund and Timber Sale Pipeline Restoration shown net of sequestration*

*- Actual and estimated obligations, by year for Timber Sale Pipeline Restoration are found in President's Budget Appendix under the BLM section*

The 2016 budget request for the Western Oregon Resources Management activity is $95,255,000 and 683 FTE, a program change of -$6,928,000 and -34 FTE from the 2015 enacted level.

## Activity Description

The Western Oregon Resources Management activity provides for the management of 2.4 million acres of Oregon and California (O&C) and Coos Bay Wagon Road grant lands, and intermingled Public Domain lands. This program's objectives are to:

- Restore and maintain the ecological health of forested watersheds;
- Provide well-distributed blocks of late-successional and old-growth forest habitat to benefit threatened, endangered and other sensitive species;
- Provide recreational opportunities to a growing number of users; and
- Provide a sustainable supply of timber and other forest products.

The BLM designs landscape level solutions to address resource management challenges which includes applying active forest management to maintain and restore forest landscapes and terrestrial and aquatic habitat to increase resiliency to disturbance factors such as wildfire, insects and climate change. The BLM works collaboratively with Federal, State, local, and tribal partners, as well as public stakeholders and individuals during the planning and implementation of active forest management treatments to address timber production, fuels reduction, species habitat considerations and restoration opportunities.

# Activity: Western Oregon Resources Management
# Subactivity: Forest Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Forest Management | *$000* | 33,447 | 33,447 | +305 | +0 | +0 | 33,752 | +305 |
| | *FTE* | 261 | 261 | | +0 | +0 | 261 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Western Oregon Forest Management Program is $33,752,000 and 261 FTE.

## Program Overview

The Western Oregon Forest Management Program includes costs associated with management, maintenance and enhancement of forests on the public lands, including the O&C Grant lands, the Coos Bay Wagon Road lands, and Public Domain land within western Oregon, except for activities directly related to reforestation and forest development.

### Critical Factors

Compliance with the six 1995 western Oregon Resource Management Plans, the 1995 Northwest Forest Plan (NWFP), the 2011 Northern Spotted Owl Recovery Plan, the 2012 Northern Spotted Owl Critical Habitat Plan, Survey and Manage guidance, and court orders remain critical factors to the success of the program. The BLM continues to collaborate with Federal, State, and local governmental agencies as well as Tribes and other stakeholders in project-level National Environmental Policy Act (NEPA) development and consultation to support efforts to meet performance targets for timber offered. Additionally, the BLM is engaged in the resolution of pending protests, appeals and litigation of timber sale contracts that permit the actual offering and harvesting of timber. Within existing regulations, the BLM is looking for efficiencies in streamlining the administrative review process with the strategy and objective of resolving project level issues early in the planning process.

### Means and Strategies

Within the framework of the Endangered Species Act (ESA), the Clean Water Act, the O&C Act, and the NWFP, the program provides a sustainable source of timber, protects watersheds, and contributes to conservation, restoration, species recovery, and economic stability. The BLM develops forest management projects using landscape and watershed approaches to determine the suite of treatment activities. Work continues in coordination with the U.S. Fish and Wildlife Service (FWS) and the National Marine Fisheries Service (NMFS) to implement active forest management prescriptions. The BLM continues to implement and monitor timber sales that incorporate the ecological principles suggested by Doctors Norm Johnson and Jerry Franklin and initiated by the Secretary in December of 2010. Lessons learned are being applied to subsequent timber sales that apply the ecological principles on O&C lands. The components of the Forest Management program include:

- Forest landscape planning and project level NEPA development;
- Forest inventory and monitoring;
- Trespass prevention and investigation;
- Maintenance of existing right-of-way agreements;
- Maintenance and restoration of late-successional and old-growth forest structure;
- Resolving protests, appeals, and litigation;
- Sales of timber and other forest and vegetative products; and
- Maintenance and development of the national Forest Resource Information System databases to assure data integrity including the interfacing of the Timber Sale Information System and Collection and Billing System.

The Forest Management Program cooperates with the USFS in the Integrated Vegetation Management Group to support projects that overlap USFS and BLM lands.

**Other Funding Sources**

In addition to the O&C Grant Lands appropriation, two Permanent Operating Funds are available for use on O&C lands. These are the Timber Sale Pipeline Restoration Fund and the Forest Ecosystem Health and Recovery Fund (FEHRF) as described in the Permanent Operating Funds chapter of the Budget Justification. Public Law 113-235 reauthorized the FEHRF through 2020.

## 2016 Program Performance

In 2016, the O&C Forest Management Program proposes to:

- Offer at least 203 million board feet (MMBF) of timber for sale;
- Inventory and Monitor 9,000 acres of forest and woodland vegetation;
- Offer 7,000 tons of biomass through firewood permits and stewardship contracts through a combination of the Forest Management Program and Forest Development Program; and
- Harvest 180-200 MMBF of volume from 10,000+ acres under contract from the current and previous year's operational timber sales (normal 3-year contracts).

# Activity: Western Oregon Resources Management
# Subactivity: Reforestation and Forest Development

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Reforestation & Forest Development | *$000* | 23,851 | 23,851 | +172 | +0 | +0 | 24,023 | +172 |
| | *FTE* | 134 | 134 | | +0 | +0 | 134 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Western Oregon Reforestation and Forest Development Program is $24,023,000 and 134 FTE.

## Program Overview

The Reforestation & Forest Development Program includes costs associated with reforestation, intermediate stand management and forest health treatments in young growth forest stands on the Public Lands in western Oregon. This program provides for forest restoration and sustainable and permanent forest production through active management to achieve healthy and productive watersheds.

### Program Components

The focus areas for the Western Oregon Reforestation and Forest Development Program include:

- Forest regeneration and restoration activities of commercial and non-commercial forest lands that establish young stands and restore habitat in riparian and other reserve areas;
- Intermediate stand management activities in young growth forests that promote forest growth, health, value enhancement, fuel hazard reduction and structure development to provide for future timber harvest, biomass utilization, habitat requirements, and fire recovery;
- Treatments to control the spread of forest pathogens and destructive insects;
- Forest monitoring and adaptive management assessments that inform active forest management to achieve stand objectives and provide for the sustainable harvest of timber;
- Non-native and noxious weed management;
- Forest inventory, data acquisition, and consolidation of data storage and retrieval capabilities to facilitate coordination with other programs; and
- Cooperative research on developing technologies and management activities with other Federal and State resource management agencies and universities.

### Critical Factors

The Reforestation and Forest Development Program is implementing the Cooperative Landscape Conservation Adaptation Initiative that incorporates climate change management planning and carbon sequestration. The BLM participates with the Adapting Forests To Climate

Change Task Force that is a cooperative project to addresses how forest managers will modify seed zones in response to future climate conditions.

The BLM continually assures that landscape-level planning and project-level NEPA compliance work is integrated into and analyzes the full suite of reforestation and forest development treatments and restoration needs in the analysis areas. As part of the overall process, the BLM works with external and internal stakeholders to ensure that program goals are achieved.

**Means and Strategies**

The BLM uses the following strategies in western Oregon reforestation and forest development:

- Employing emerging technologies such as Light and Detection and Ranging (LiDAR) to provide better, more cost-effective information for decision makers;
- Supporting the Secretarial forestry ecological pilot projects by developing site-specific prescriptions, modeling, and monitoring;
- Supporting the Cooperative Landscape Conservation strategy through work with the USFS to study the potential for assisted migration of Douglas-fir in response to future climate conditions;
- Balancing workforce and operational capacity to prepare and administer service contracts, stewardship contracts, and agreements to reforest and implement high-priority forest development treatments;
- Implementing intermediate stand management activities using a variety of authorities including stewardship contracts, service contracts, and timber sale contracts to offer biomass, reduce hazardous fuels, improve forest health, and enhance growth in young growth stands, achieving multiple resource objectives;
- Working with the USFS, the Oregon Department of Forestry, the Oregon Department of Agriculture, and Oregon State University to treat and monitor sudden oak death in Curry County, Oregon in accordance with a federally mandated quarantine zone;
- Engaging in several collaborative efforts to maintain and enhance ecosystem function, such as the Medford Small Log Collaborative, Tillamook Watershed restoration projects, and Klamath Falls small diameter log and juniper utilization; and
- Improving efficiencies, and where appropriate, taking advantage of The Good Neighbor and Stewardship Contracting authorities.

## 2016 Program Performance

In 2016, the Reforestation and Forest Development Program will:

- Assure that post-fire reforestation efforts continue as harvesting of salvage timber sale areas continues;
- Treat a total of approximately 14,000 acres of matrix and forest reserve forests to assure adequate growth and habitat development;
- Monitor over 40,000 acres post-treatment;
- Inventory over 30,000 acres of forest or woodland vegetation;
- Inventory over 20,000 acres for the presence of invasive or noxious weeds;
- Treat over 5,000 acres of noxious and invasive weeds or pathogens, including the fungus involved in sudden oak death;
- Produce 1,000 pounds of Improved Seed from western Oregon seed orchards; and
- Summarize use of LiDAR technology and its cost-effective benefits for decision makers.

# Activity: Western Oregon Resources Management
# Subactivity: Other Forest Resources Management

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Other Forest Resource Mgmt | *$000* | 36,985 | 36,985 | +263 | +0 | -3,753 | 33,495 | -3,490 |
| | *FTE* | 271 | 271 | | +0 | -24 | 247 | -24 |

| Summary of 2016 Program Changes/Internal Transfers for Other Forest Resource Management: | ($000) | FTE |
|---|---|---|
| Reduce Core Capability | -3,753 | -24 |
| Total | -3,753 | -24 |

## Justification of 2016 Program Changes

The 2016 budget request for the Western Oregon Other Forest Resources Management Program is $33,495,000 and 247 FTE, a program change of -$3,753,000 and -24 FTE from the 2015 enacted level.

**Reduce Core Capability (-$3,753,000)** – A decrease of $3.8 million will reduce a range of activities, including inventory and monitoring, rangeland health assessments and restoration projects, and activities in support of recreation, soil, water, and air. Some cost savings are expected by primarily thinning stands less than 80 years old, where less pre-disturbance surveys are needed.

## Program Overview

The O&C Grant Lands Other Forest Resources Management Program includes funding for four programs critical to effective multiple-use management across BLM lands in western Oregon: Rangeland Management; Recreation Management; Soil, Water and Air Management; and Wildlife and Fish Habitat Management.

In western Oregon, the BLM addresses public demand for recreation, clean water and productive soil, while managing for the sustained yield timber production as required by the Oregon and California Act of 1937. Additionally, this program provides the necessary funding to support fish and wildlife environmental clearances related to this management of BLM forestlands in western Oregon. This program supports species and habitat management and associated data collection, aquatic restoration for clean water and fish habitat, as well as the timber sale program in the form of surveys, clearances, interdisciplinary team participation, and environmental assessment preparation. In turn, the Forest Management Program supports active forest habitat management within the reserve land use allocations designed to benefit fish and wildlife species in the long term.

**Critical Factors**

- Rangeland Management – Coordination with permittees, private landowners, county, State and Federal agencies to integrate best management practices and mitigation measures to reduce the spread of noxious weeds. Utilize approved herbicides and mechanical means to improve habitat.
- Recreation Management – Recreational interest and use is increasing on BLM lands. Look for opportunities to accommodate increasing demand. Until new RMPs are completed, use available public input and information and available transportation management plans to guide, prioritize and address public recreational needs; (e.g. construction and maintenance of recreational facilities and sites, access needs via roads and trails, promoting the America Great Outdoor initiative as well as youth activities, managing various special use permits).
- Soil, Water, and Air Management – Coordination with County, State, and Federal agencies to assure compliance with the regulatory framework. Address climate change concerns at the appropriate scale.
- Fish and Wildlife Management – Coordination with regulatory agencies to complete necessary surveys to assess biological impacts in support of proposed forest management activities. Coordinate implementation at the appropriate scale to meet Endangered Species Act, Clean Water Act, and other regulatory requirements.

**Means and Strategies**

The Other Forest Resources Management Program uses collaborative cooperative conservation principles, engaging commodity users, private groups, local communities, government agencies, and other stakeholders when planning and implementing management activities.

BLM biologists in western Oregon consult closely with their FWS and NMFS counterparts to implement an array of forest management and other resource restoration projects. The BLM, in collaboration with the FWS and the NMFS, has been monitoring various fish and wildlife populations as part of on-going regional studies to assist in making informed decisions. The BLM works with the USFS to implement an interagency Special Status Species Program and Clean Water Act compliance activities that extend across administrative boundaries. Applying the concept of Service First and sharing skills accommodates an interagency approach toward resource conservation. Partnering improves administrative efficiencies, and decreases the cost of program administration. In the Soil, Water and Air Management Program, key partnerships with the USFS, the EPA, and the Oregon Department of Environmental Quality have contributed toward administrative streamlining, restoration prioritization, and water quality standard updates-all of which contribute to the BLM's role as a Designated Management Agency under the Clean Water Act.

The BLM also partners with The Nature Conservancy, NatureServe, and local watershed councils to share data and planning strategies that extend across private, State, and Federal jurisdictions. Additionally, the management of invasive species benefits from coordination with other landowners and land management agencies to control the spread of noxious weeds in high-priority habitats. Eradication efforts focus on rapid detection and an early response and prevention, including seeking approval for the use of additional and more effective herbicides.

The Soil, Water and Air Management Program in western Oregon is focused on designing projects and implementing BLM Water Quality Restoration Plan objectives. These objectives emphasize the protection of drinking water sources, improvement of aquatic species habitat, restoring of water quality, and improving aquatic and riparian conditions while incorporating stakeholder input and involvement in development of program priorities. The program involves long-term coordination and collaboration with the fisheries and riparian management programs of multiple agencies and landowners. The program is tasked with managing for soil stabilization, health and productivity; impacts from invasive species to riparian and upland habitat; upland forest and rangeland health; habitat for sensitive species; and the Bureau's wild and scenic rivers.

Much of the work involves assessment, monitoring, and restoring of watersheds to comply with the Clean Water Act and the Safe Drinking Water Act. This is accomplished through development and implementation of restoration projects and activities defined within the context of water quality restoration plans, which support the State of Oregon's Total Maximum Daily Loads program.

Additionally, the program funds studies necessary to establish in-stream flows that are required to support wild and scenic river outstandingly remarkable values; work to obtain or maintain Federal reserve water rights, and inter-agency agreements with the U.S. Geological Survey and Oregon State University to develop flow and water quality monitoring data necessary for developing NEPA planning documents.

## 2016 Program Performance

The Rangeland Program consists of 95 grazing allotments (52 active and 43 vacant) covering about 352,000 acres of the Medford District, and 11 allotments covering about 14,400 acres in the Klamath Resource Area, Lakeview District. Nine allotments in the Medford District providing 2,714 Animal Unit Months of forage are partially or completely within the Cascade-Siskiyou National Monument. In 2016, the O&C Rangeland Management program proposes to:

- Issue 5-6 grazing allotment permits/leases;
- Maintain 49 grazing use authorizations;
- Complete 15 shrub, grassland, woodland and forest projects related to range management;
- Monitor 5 grazing allotments;
- Inspect 8 grazing allotments for compliance; and
- Complete 3 Land Health Evaluations.

The America's Great Outdoors Initiative continues to be a focus in 2016. The O&C Recreation Management program promotes and expands outdoor recreation opportunities for youth and supports the Secretary's Youth in the Great Outdoors Initiative. Another high priority will be improving public access and protecting resources through Comprehensive Travel and Transportation Management. The BLM will manage rivers and trails to protect their special values, minimize user conflicts, promote a quality recreational experience in a preferred setting, and promote public safety. In 2016, the O&C Recreation Management Program proposes to:

- Inventory Recreation Resources on over 2,000 acres;
- Assess 200 Linear Miles of Recreation Resources;

- Assess 45 Nationally Designated Rivers and Trails;
- Prepare 3 Recreation Activity Plans;
- Process 275 Commercial and Group Special Recreation Permits;
- Issue and Manage over 40,000 Recreation Use Permits;
- Evaluate Recreation Areas on over 12,000 acres; and
- Monitor over 250 acres of Wilderness and Wilderness Study Areas.

The O&C Soil, Water, and Air Management program supports the Energy Policy Act of 2005 through involvement in the Federal Energy Regulatory Commission re-licensing process.

In 2016, the O&C Soil, Water and Air Management Program proposes to:

- Inventory over 100 water resources;
- Monitor air resources/climatic conditions at over 10 sites; and
- Monitor over 100 water resources.

The Western Oregon Wildlife and Fish Habitat Program combines habitat management and habitat restoration actions for fish, wildlife and botany with inventory and monitoring for key species of management concern. Management for, and monitoring of, specific habitat conditions to meet the requirements of the NWFP and the latest Survey and Manage guidance are critical elements of the program. The program supports the Forest Management and the Reforestation and Forest Development Programs through pre-disturbance surveys, project level NEPA analysis and appropriate consultation of proposed treatments. The program is responsible under the NWFP, the Endangered Species Act and Bureau policies for inventorying, monitoring and managing habitat for 68 federally endangered or threatened species and 632 Bureau sensitive fish, wildlife and plant species.

Specific wildlife management emphasis includes a partnership with the FWS to monitor northern spotted owl populations. Fisheries management emphasis is on continued cooperation with the Oregon Watershed Enhancement Board, watershed councils and the NMFS to improve habitat for Pacific salmon species.

Some work is focused on identifying priority watersheds from a landscape perspective to increase effectiveness of restoration efforts in contributing to recovery of listed salmonids. Identifying priority watersheds in conjunction with other Federal and State partners allows for identification of areas with overlapping priorities and the opportunity to form partnerships that leverage additional resources.

In 2016, the O&C Wildlife and Fish Habitat Management program proposes to:

- Inventory over 150 miles of streams and riparian areas;
- Inventory over 40,000 acres of wildlife and plant habitat;
- Implement 45 species recovery and conservation actions;
- Monitor over 50 acres of lake and wetland habitat;
- Monitor 2,000,000 acres of terrestrial habitat; and
- Monitor over 600 species populations

# Activity: Western Oregon Resources Management
# Subactivity: Resource Management Planning

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Resource Management Planning | *$000* | 7,140 | 7,140 | +20 | +0 | -3,175 | 3,985 | -3,155 |
| | *FTE* | 51 | 51 | | +0 | -10 | 41 | -10 |

| Summary of 2016 Program Changes/Internal Transfers for Resource Management Planning: | ($000) | FTE |
|---|---|---|
| Reduction in anticipation of completion of plans | -3,175 | -10 |
| Total | -3,175 | -10 |

## Justification of 2016 Program Changes

The 2016 budget request for the Western Oregon Resource Management Planning Program is $3,985,000 and 41 FTE, a program change of -$3,175,000 and -10 FTE from the 2015 enacted level.

**Planned Completion of Six Resource Management Plans (-$3,175,000) –**The BLM plans to complete the six revised RMPs in Spring 2016. As the final environmental impact statements are released and decisions are signed, the program's emphasis will be to support plan implementation with continued collaboration both internally and externally.

### Program Overview

The Western Oregon Resource Management Planning Program emphasizes the development, implementation, and maintenance of Resource Management Plans for BLM-managed land in western Oregon communities. The program supports implementation of NEPA by providing a network of planning experts who provide oversight and extensive advice and review of the various NEPA documents to assure compliance with the existing Resource Management Plans.

The BLM has been managing western Oregon lands for 20 years under the existing 1995 RMPs. Continuation of complex environmental, economic and social issues have challenged the 1995 RMPs ability to meet the balance of human and environmental outcomes originally envisioned at that time. In February of 2012, Secretary Salazar announced the beginning of a new resource management planning process and on March 9, 2012, a Notice of Intent was published in the Federal Register to formalize the initiation of the new plans.

### Program Components

The new RMPs for Western Oregon will determine how the BLM-administered lands in western Oregon will be managed in the future to further the recovery of threatened and endangered species, provide for clean water, restore fire-adapted ecosystems, produce a sustained yield of timber products, provide for recreation opportunities, and meet tribal concerns. The new RMPs will:

- Assure compliance with applicable laws, regulations, and policies, including, but not limited to, the O&C Act, the National Environmental Policy Act (NEPA), the Federal Land Policy and Management Act, the Endangered Species Act, and the Clean Water Act;
- Facilitate completing the subsequent environmental assessments, categorical exclusions, and determinations of NEPA adequacy as appropriate for project implementation; and
- Provide critical analysis to respond to protests, appeals, or litigation.

**Critical Factors**

Within its regulatory guidance, the BLM is actively engaging all stakeholders to ensure dialogue, collaboration, transparency, and overall support for the new plans.

**Means and Strategies**

The Means and Strategies the BLM is engaging to gain support for the final Record of Decision include:

***Consultation*** - On June 18, 2013, the BLM, the U.S. Fish and Wildlife Service (FWS), and National Marine Fisheries Service signed an ESA Consultation Agreement that outlined a vision on how the consultation would work for the new RMP revision process. Consultation meetings among the agencies are continuing throughout the RMP revision process so the Biological Assessments and Biological Opinions can be completed soon after the release of the Proposed RMP/Final EIS. The U.S. Forest Service (USFS) and the Environmental Protection Agency are also participating in the meetings to provide insight, and to integrate the consultation work with those aspects of the RMPs that involve those particularly agencies.

***Incorporation of New Information*** - The RMP revisions will incorporate new information, science, and regulatory requirements into the analysis that was not available or has been modified since the 1995 RMPs were signed. Not exclusive of other new information, two key issues that are incorporated into the RMP revisions are the 2011 Northern Spotted Owl Recovery Plan and 2012 final Critical Habitat rule.

In 2011, the FWS finalized the Recovery Plan for the Northern Spotted Owl. Subsequently in 2012, the Critical Habitat rule for the Northern Spotted Owl was finalized. The Resource Management Plans identified in the Purpose and Need the necessity to provide for the conservation and recovery of threatened and endangered species. The RMPs are using this new information in formulating alternatives to avoid actions that jeopardize the continued existence of listed species.

***Scoping / Listening Sessions*** - A number of public outreach meetings have been held to encourage dialogue with community partners, cooperating agencies, Federal and State agencies, and the public. To date, the following formal public outreach efforts have been made throughout western Oregon:

- Eight initial public scoping meetings from May 16th – June 5th 2012.
- Four recreation outreach workshops from January 29th – February 5th 2013.
- Four community listening sessions from December 3rd – December 18th 2013.
- Eight Planning Criteria and Preliminary Alternatives Meeting from March 3rd – March 17th 2014.

C***ooperating Agencies Advisory Group -*** The BLM is fully utilizing the Cooperating Agency process in the RMP revision process. Presently, the BLM has 27 different Cooperating Agencies from State, local, tribal, and the Federal government working closely with them to assure communication and understanding, identify common goals and objectives, and enhance the quality of BLM's management of public lands. The Cooperating Agencies have formed four specific work groups to assist the BLM in the planning process, focused on: terrestrial, aquatic, social-economic, and tribal issues. The Cooperating Agencies are actively engaged in assisting the BLM with alternative development, effect analysis, and outreach.

***Staffing, Neutral Facilitation, External Contracting Analysis*** - Internally, western Oregon has a core staff of eight employees working exclusively on preparing the draft and final EIS. In addition to a core staff, an interdisciplinary team of 22 Oregon State Office and District staff throughout western Oregon is providing key input and analysis to support the plan revisions. Externally, the BLM has contracted out different operational aspects of the plan including: neutral party facilitation; socioeconomic analysis; vegetation modeling; northern spotted owl habitat and demographic response modeling; and recreation demand analysis.

## 2016 Program Performance

In 2016, the Western Oregon Resource Management Planning Program plans to:

- Release the final EIS and sign the Record of Decision in Spring 2016;
- Provide support and guidance for implementing new RMPs; and
- Address any follow-up issues associated with new RMPs.

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# Activity: Western Oregon Information and Data Systems
# Subactivity: Western Oregon Information Systems Operation and Maintenance

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Info. & Resource Data Systems | *$000* | 1,923 | 1,772 | +14 | +0 | +0 | 1,786 | +14 |
| | *FTE* | 11 | 11 | | +0 | +0 | 11 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Western Oregon Information Systems Operation and Maintenance Program is $1,786,000 and 11 FTE.

## Program Overview

This program deploys hardware and software necessary to implement Resource Management Plans, develop and maintain data sets supporting decision making, and provides technology to facilitate management decisions utilizing programs such as mobile geographic information system (GIS) and internet mapping services. This program manages infrastructure, including workstations, networks, Web services and software applications, and ensures system security, integrity and reliability.

**Means and Strategies**

The BLM instituted corporate spatial data standards to ensure GIS data integrity, facilitate integration with partners, and implement Web-based collaboration and mapping tools to enhance access and communication. In 2016, the BLM will continue to centralize management of IT support services. Efforts will continue under Service First to align the GIS functions and leverage BLM and U.S. Forest Service (USFS) data resources to reduce costs to both agencies, facilitate knowledge transfer, and standardize data and procedures.

**Other Funding Sources**

Public Domain Forest Management funding in the Management of Lands and Resources Appropriation also supports the maintenance and development of the suite of Forest Management databases within the Forest Information Database Systems.

# 2016 Program Performance

In 2016, western Oregon's BLM Information Technology program proposes to support the following:

- Operations and maintenance for various State and national applications (software) to monitor multiple resource data including fish and wildlife populations and sites, recreational use and permits, special status species, cultural information, forest inventory, hydrology and riparian information, transportation network, and other databases.
- Assure the interface transition between the Collection and Billing System and the Timber Sale Information System continues to meet both national and user requirements.
- Coordinate Information Technology needs with the need to update components of the Forest Resource Information System focusing on:
    - Integrating BLM's forest inventory system (MICROSTORM and FORVIS) into a single national forest inventory system
    - Updating the Special Forest Products database including looking at information technology needs to transition to an on-line permit system.
- Remote sensing support to facilitate resource management and analysis.
- Regular upgrading and/or replacement of computer hardware (i.e. personal computers, radios, phones, storage.

# Activity: Western Oregon National Landscape Conservation System
# Subactivity: National Monuments & National Conservation Areas

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| NMs & NCAs | *$000* | 748 | 753 | +14 | +0 | +0 | 767 | +14 |
| | *FTE* | 5 | 5 | | +0 | +0 | 5 | +0 |

## Justification of 2016 Program Changes

The 2016 budget request for the Western Oregon National Monuments & National Conservation Areas Program is $767,000 and 5 FTE.

## Program Overview

The Cascade Siskiyou National Monument (CSNM) in southwestern Oregon and the Yaquina Head Outstanding Natural Area (YHONA) located in the central coast near Newport, Oregon, are the two units that comprise the Western Oregon National Monuments and National Conservation Areas program. These are both units of the BLM National Conservation Lands.

### Critical Factors

In support of the NCL goals, in 2016 the BLM will focus on these critical factors:

- Law Enforcement Presence and Visibility — Law enforcement is a key factor in ensuring visitor safety and protecting fragile or rare geologic, archeological, paleontological, and biological resources. Threats include vandalism of natural features, archeological sites, facilities, and theft of irreplaceable archeological and paleontological resources.
- Critical Inventories and Monitoring Programs — Inventories define the critical resource values representative of each unit's uniqueness, and the information provided is essential to the development and implementation of management plans.
- Restoration — Both CSNM and YHONA are home to a variety of ecosystems. These areas contribute to protection and restoration of native plant and animal communities, including riparian habitats, corridors, and migration routes, to sustain and conserve public land resources affected by climate change, altered fire regimes, and invasive species.
- Comprehensive Travel and Transportation Management — Unmanaged recreation use continues to impact resources in the monuments through increased erosion, vegetative damage, spread of weeds and invasive plants, and impacts to wildlife habitat.
- Visitor and Community Education — Interpretation and environmental education improve visitor experiences, providing information about the cultural, ecological, and scientific values of units and the BLM's balanced resource mission.

- Maintenance and Operations of Recreation Facilities – The program supports a number of education and visitor centers along with other facilities to enhance the visitor experience in the natural setting.
- Supporting Soda Mountain Wilderness Stewardship Plan Implementation – The BLM will continue to implement the new plan, including activities such as decommissioning former roads, conducting roads-to-trails projects, removing unneeded grazing management facilities and other human infrastructure, and other "re-wilding" projects.

**Means and Strategies**

Both the CSNM and the YHONA work with volunteers, partners, and communities. The BLM works closely with the public to ensure that recreation in these units meets the needs of user groups while remaining compatible with the values for which each unit was designated.

## 2016 Program Performance

To fulfill the goals of the NLCS program at CSNM and YHONA, the BLM will:

- Manage monuments and conservation areas to conserve, protect, and restore the values for which they were designated, as guided by each unit's enabling legislation or proclamation;
- Manage valid existing rights and compatible uses;
- Support and encourage scientific study and research, while ensuring that research methodologies conserve and protect resources;
- Develop and maintain partnerships with local, State, Federal, and tribal government agencies, as well as scientists, local communities, public land users, non-governmental organizations, and the public; and
- Recognize gateway communities as vital links to monuments and conservation areas and where practical, locate developed recreation and interpretive facilities adjacent to NLCS lands.

# Budget Schedules

| Account Symbol and Title<br>14X1116<br>Oregon and California Grant Lands | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Western Oregon Maintenance | 0002 | 1 | 1 | 5 |
| Western Oregon Resource Management | 0004 | 116 | 115 | 100 |
| Western Oregon Data Systems Operation & Management | 0005 | 2 | 2 | 2 |
| Western Oregon National Monuments & NCA | 0006 | 1 | 1 | 1 |
| Total new obligations | 0900 | 120 | 119 | 108 |
| Budgetary resources: | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 4 | 5 | 0 |
| Recoveries of prior year unpaid obligations | 1021 | 7 | 0 | 0 |
| Unobligated balance (total) | 1050 | 11 | 5 | 0 |
| Budget authority: | | | | |
| Appropriations, discretionary: | | | | |
| Appropriation | 1100 | 114 | 114 | 108 |
| Appropriation, discretionary (total) | 1160 | 114 | 114 | 108 |
| Appropriation [O&C] | 1160-40 | 114 | 114 | 108 |
| Baseline Civilian Pay | 1160-50 | | 76 | 79 |
| Baseline Non-Pay | 1160-50 | | 38 | 39 |
| Appropriation [Text] | 1160-40 | 0 | 0 | 0 |
| Baseline Non-Pay | 1160-50 | | 0 | 0 |
| Total budgetary resources available | 1930 | 125 | 119 | 108 |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 5 | 0 | 0 |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 46 | 44 | 49 |
| Obligations incurred, unexpired accounts | 3010 | 120 | 119 | 108 |
| Outlays (gross) | 3020 | -115 | -114 | -112 |
| Recoveries of prior year unpaid obligations, unexpired | 3040 | -7 | 0 | 0 |
| Unpaid obligations, end of year | 3050 | 44 | 49 | 45 |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 46 | 44 | 49 |
| Obligated balance, end of year | 3200 | 44 | 49 | 45 |
| Budget authority and outlays, net: | | | | |

| Account Symbol and Title<br>14X1116<br>Oregon and California Grant Lands | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Discretionary: | | | | |
| Budget authority, gross | 4000 | 114 | 114 | 108 |
| Outlays, gross: | | | | |
| Outlays from new discretionary authority | 4010 | 83 | 84 | 80 |
| Outlays from discretionary balances | 4011 | 32 | 30 | 32 |
| Outlays, gross (total) | 4020 | 115 | 114 | 112 |
| Budget authority, net (discretionary) | 4070 | 114 | 114 | 108 |
| Outlays, net (discretionary) | 4080 | 115 | 114 | 112 |
| Budget authority, net (total) | 4180 | 114 | 114 | 108 |
| Outlays, net (total) | 4190 | 115 | 114 | 112 |
| | | | | |
| Direct Federal programs: | | | | |
| Budget Authority | 2004-01 | 114 | 114 | 108 |
| Outlays | 2004-02 | 115 | 114 | 112 |
| | | | | |
| Object Classification (O) ($ in Millions) | | | | |
| | | | | |
| Direct obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 49 | 49 | 47 |
| Other than full-time permanent | 11.3 | 5 | 5 | 5 |
| Other personnel compensation | 11.5 | 2 | 2 | 2 |
| Total personnel compensation | 11.9 | 56 | 56 | 54 |
| Civilian personnel benefits | 12.1 | 18 | 18 | 16 |
| Travel and transportation of persons | 21.0 | 1 | 1 | 1 |
| Communications, utilities, and miscellaneous charges | 23.3 | 4 | 4 | 3 |
| Printing and reproduction | 24.0 | 1 | 1 | 1 |
| Other services from non-Federal sources | 25.2 | 20 | 20 | 15 |
| Other goods and services from Federal sources | 25.3 | 4 | 4 | 5 |
| Operation and maintenance of facilities | 25.4 | 3 | 3 | 2 |
| Operation and maintenance of equipment | 25.7 | 3 | 3 | 3 |
| Supplies and materials | 26.0 | 3 | 3 | 2 |
| Equipment | 31.0 | 1 | 1 | 1 |
| Grants, subsidies, and contributions | 41.0 | 6 | 5 | 5 |
| Total new obligations | 99.9 | 120 | 119 | 108 |
| | | | | |
| Employment Summary (Q) | | | | |
| Direct civilian full-time equivalent employment | 1001 | 804 | 804 | 770 |
| | | | | |
| Appropriations Requests in Thousands of Dollars (T) | | | | |
| Budget year budgetary resources [014-1116] | 1000 | | | 107,734 |

# Range Improvements

# Range Improvements

## Appropriations Language

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy Management Act of 1976 (43 U.S.C. 1751), notwithstanding any other Act, sums equal to 50 percent of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315(b), 315(m)) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than $10,000,000, to remain available until expended: Provided, That not to exceed $600,000 shall be available for administrative expenses. *(Department of the Interior, Environment, and Related Agencies Appropriations Act, 2015.)*

## Appropriations Language Citations

**1. For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy Management Act of 1976 (43 U.S.C. 1751),**

The language provides authority for the Secretary to direct on-the-ground range rehabilitation, protection and improvements to Federal range lands, including seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

**2. notwithstanding any other Act,**

The provisions of this language supercede any other provision of law.

**3. sums equal to 50 percent of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315(b), 315(m))**

Section 3 of the Taylor Grazing Act concerns grazing permits issued on public lands within the grazing districts established under the Act. Receipts from grazing on section 3 lands are distributed three ways: 50 percent goes to range betterment projects, 37.5 percent remains in the US Treasury, and 12.5 percent is returned to the State.

Section 15 of the Taylor Grazing Act concerns issuing grazing leases on public lands outside the original grazing district boundaries. The receipts from grazing on section 15 public lands are distributed two ways: 50 percent goes to range betterment projects and 50 percent is returned to the State.

**4. and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,**

The Bankhead Jones Farm Tenant Act of 1937 authorized and directed the Secretary of Agriculture to purchase low production, privately owned farmlands. These lands *were* later transferred to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

**5. but not less than $10,000,000,**

If grazing receipts are less than $10 million, the balance of the $10 million appropriation comes from the General Fund

**6. to remain available until expended:**

The language makes the funding no-year, available for expenditure in any year after the appropriation. This type of account allows BLM a valuable degree of flexibility needed to support multi-year contracts, agreements and purchases.

**7. Provided, That not to exceed $600,000 shall be available for administrative expenses.**

The provision limits the amount of funding in this appropriation that can be used for administrative expenses to $600,000.

## Appropriations Language Citations and Authorizations

***Section 401 of Federal Land Policy & Management Act (FLPMA) (43 U.S.C. 1751), as amended by the Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1905),*** provides that 50 percent of all monies received by the U.S. as fees for grazing domestic livestock on public land under the Taylor Grazing Act (43 U.S.C. 315) and the Act of August 28, 1937 (43 U.S.C. 1181d) shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

***Taylor Grazing Act of 1934 (43 U.S.C 315) as, amended by the Act of August 28, 1937 (43 U.S.C. 1181d),*** authorizes the establishment of grazing districts, regulation, and administration of grazing on the public lands, and improvement of the public rangelands. It also authorizes the Secretary to accept contributions for the administration, protection, and improvement of grazing lands, and establishment of a trust fund to be used for these purposes.

***7 U.S.C. 1010 (the Bankhead Jones Farm Tenant Act of 1937)***, provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, conducting reforestation, preserving natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the public land, health, safety, and welfare; but not to build industrial parks or establish private industrial or commercial enterprises.

***Executive Orders 10046, et al.,*** provide that land under the jurisdiction of the Secretary of Agriculture under the provision of §32 of the Bankhead Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

***30 U.S.C. 355,*** provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands of 1947 shall be paid into the same

funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease. The intention is that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

***Federal Noxious Weed Act of 1974, as amended (7 U.S.C. 2814),*** provides for the designation of a lead office and person trained in the management of undesirable plants; establishes and funds an undesirable plant management program; completes and implements cooperative agreements with State agencies; and establishes integrated management systems to control undesirable plant species.

***The Annual Department of the Interior, Environment, and Related Agencies Appropriations Acts,*** provide that a minimum amount is appropriated, that the appropriation shall remain available until expended, and that a maximum of $600,000 is available from this appropriation for BLM administrative expenses.

Under the provisions of the ***Balanced Budget and Emergency Deficit Control Act of 1985 and the Budget Enforcement Act of 1990***, this account is classified as a current, mandatory account.

Summary of Requirements
*(dollars in thousands)*

| | 2014 Actual | | 2015 Enacted | | 2016 President's Budget | | | | | Requested Amount | | Change from 2015 Enacted | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Fixed | Transfers | | Program Changes | | | | | |
| | *FTE* | Amount | *FTE* | Amount | Cost | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount | *FTE* | Amount |
| Public Lands Improvements | *30* | 7,590 | *30* | 7,582 | +0 | - | - | - | +597 | *30* | 8,179 | - | +597 |
| Farm Tenant Act Land Improvements | *5* | 1,690 | *5* | 1,688 | +0 | - | - | - | +133 | *5* | 1,821 | - | +133 |
| Administrative Costs | - | [557] | - | [600] | +0 | - | - | - | [+43] | - | [600] | - | [+43] |
| Range Improvements | *35* | 9,280 | *35* | 9,270 | +0 | - | - | - | +730 | *35* | 10,000 | - | +730 |

*Notes:*
*- 2014 amount for Range Improvements includes 7.2% sequester and the 2015 amount includes 7.3% sequester pursuant to Section 254 of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.*
*- Change in Range Improvements between 2015 and 2016 reflects the change in available appropriations between 2015 and 2016 due to sequester in 2015, not a request for an increase in appropriated funds.*

# Appropriation: Range Improvements

| | | 2014 Actual | 2015 Enacted | 2016 President's Budget | | | | Change from 2015 |
|---|---|---|---|---|---|---|---|---|
| | | | | Fixed Costs | Transfers | Program Changes | Requested Amount | |
| Public Lands Improvements | *$000* | 7,590 | 7,582 | +0 | +0 | +0 | 8,179 | +0 |
| | *FTE* | 30 | 30 | | +0 | +0 | 30 | +0 |
| Farm Tenant Act Land Improvements | *$000* | 1,690 | 1,688 | +0 | +0 | +0 | 1,821 | +0 |
| | *FTE* | 5 | 5 | | +0 | +0 | 5 | +0 |
| Administrative Costs | *$000* | [570] | [600] | +0 | +0 | +0 | [600] | [+0] |
| Range Improvements | *$000* | 9,280 | 9,270 | +0 | +0 | +730 | 10,000 | +730 |
| | *FTE* | 35 | 35 | | +0 | +0 | 35 | +0 |

*Notes: 2014 amount for Range Improvements includes sequester of 7.2% and 2015 amount 7.3% sequester pursuant to Section 254 of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.*

*Change in Range Improvements between 2015 and 2016 reflects the change in available appropriations between 2015 and 2016 due to sequester in 2015, not a request for an increase in appropriated funds.*

## Justification of 2016 Program Changes

The 2016 budget request for the Range Improvement Account is $10,000,000 and 35 FTE.

## Program Overview

### Program Components

The Range Improvement Account functions as the primary support program for Rangeland Management and is used to construct on-the-ground projects, such as vegetation management treatments, fencing, and wildlife-livestock water developments.

These funds are used to improve land health and resource conditions, facilitating the production of a wide variety of ecosystem goods and services, such as high quality water. Areas identified through land health evaluations are prioritized at the district level for funding. Examples of areas not achieving rangeland health standards could be riparian areas functioning at-risk with a downward trend, areas with unacceptable plant community composition including areas invaded by noxious and invasive weeds or other invasive species, or areas with unnaturally high amounts of exposed soil that would be subject to accelerated erosion.

Healthy landscapes in the West today are at greater risk due to more intense and extended droughts, increasing wildfire frequency, and continuing migration of invasive species. Range Improvement funds also provide field offices with the flexibility to address changing resource conditions such as drought, wildfire, newly listed species, critical habitat, and candidate species such as sage-grouse.

Installation of a cattleguard, in cooperation with the Colorado Parks and Wildlife, is used to provide access to the Arkansas Headwaters Recreation Area and prevent livestock from getting out onto the highway.

## Means and Strategies

- The BLM uses funding from the Range Improvement Account in addition to funding from other programs and contributions from permittees and partner organizations to support rangeland health. The amount of funding the BLM is able to leverage from partners and stakeholders is a factor used to help prioritize projects for funding.
- Other workload priorities such as wildfire, droughts, floods, and litigation can affect the BLM's ability to complete range improvement projects.
- Project prioritization is based on resource issues, such as protection of sensitive species through management of sage-grouse habitat, reduction of wildfire risks through the management of fuel loads, and coordination with post-fire rehabilitation efforts to help manage the spread of invasive or noxious weeds.

## Funding for the Range Improvement Appropriation

Fifty percent of grazing fees collected on public lands, or $10.0 million, whichever is greater, is appropriated annually into the Range Improvement Account. Funding is distributed to the BLM grazing districts according to where the receipts were collected. This funding remains available until exhausted and is to be used for on-the-ground projects, principally for improving public lands not achieving land health standards.

Please refer to the Collections chapter for information on grazing fees collected on public lands.

## Grazing Fees

Grazing fees are set each year under the authority of FLPMA and the Public Range Improvement Act. The fee for 2014 was $1.35 per Animal Unit Month (AUM), as announced on January 31, 2014. The fee for 2015 will be announced in late January 2015. A portion of the grazing fees are deposited into the Treasury and 50 percent of the fees are appropriated to the BLM in this Range Improvement Account for the purposes described in this chapter.

These fees do not fund the Rangeland Management Program, and they also differ from the proposed grazing permit administrative fee. More information on the Rangeland Management Program and the proposed cost recovery measure can be found in the MLR appropriation section.

## 2016 Program Performance

In 2016, the focus and priorities of the Range Improvement Account will remain as described in the overview section. It is estimated that approximately 18,000 acres would receive vegetation treatment, 300 new structural projects would be constructed, 250 existing projects would be re-constructed/maintained and 50,000 acres of weed treatment would be completed.

A windmill powered well is used to improve livestock distribution in Colorado in an area without a reliable water source.

# Budget Schedules – Current Law

| Account Symbol and Title<br>14X5132<br>Range Improvements | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Public Lands Improvements | 0001 | 7 | 8 | 8 |
| Farm Tenant Act Lands Improvements | 0002 | 1 | 1 | 1 |
| Total new obligations | 0900 | 8 | 9 | 9 |
| Budgetary resources: | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 3 | 4 | 4 |
| Budget authority: | | | | |
| Appropriations, mandatory: | | | | |
| Appropriation (General Fund) | 1200 | 3 | 3 | 3 |
| Appropriation (special or trust fund) | 1201 | 7 | 7 | 7 |
| Appropriations and/or unobligated balance of appropriations temporarily reduced | 1232 | -1 | -1 | 0 |
| Appropriations, mandatory (total) | 1260 | 9 | 9 | 10 |
| Appropriations, mandatory - Computed Totals | 1260-20 | 9 | 9 | 10 |
| Appropriation [Indefinite] | 1260-40 | 4 | 2 | 2 |
| Baseline Civilian Pay | 1260-50 | | 0 | 0 |
| Baseline Non-Pay | 1260-50 | | 2 | 2 |
| Appropriation [Special Fund, Indefinite] | 1260-40 | 6 | 8 | 8 |
| Baseline Civilian Pay | 1260-50 | | 3 | 3 |
| Baseline Non-Pay | 1260-50 | | 5 | 5 |
| Appropriation [Text] | 1260-40 | 0 | 0 | 0 |
| Baseline Non-Pay | 1260-50 | | 0 | 0 |
| Effects of 2014 sequester | 1260-40 | -1 | -1 | 0 |
| Baseline Non-Pay | 1260-50 | | -1 | 0 |
| Total budgetary resources available | 1930 | 12 | 13 | 14 |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 4 | 4 | 5 |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 6 | 4 | 6 |
| Obligations incurred, unexpired accounts | 3010 | 8 | 9 | 9 |
| Outlays (gross) | 3020 | -10 | -7 | -10 |
| Unpaid obligations, end of year | 3050 | 4 | 6 | 5 |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 6 | 4 | 6 |

| Account Symbol and Title<br>14X5132<br>Range Improvements | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Obligated balance, end of year | 3200 | 4 | 6 | 5 |
| | | | | |
| Budget authority and outlays, net: | | | | |
| | | | | |
| Mandatory: | | | | |
| Budget authority, gross | 4090 | 9 | 9 | 10 |
| Outlays, gross: | | | | |
| Outlays from new mandatory authority | 4100 | 4 | 4 | 4 |
| Outlays from mandatory balances | 4101 | 6 | 3 | 6 |
| Outlays, gross (total) | 4110 | 10 | 7 | 10 |
| Budget authority, net (mandatory) | 4160 | 9 | 9 | 10 |
| Outlays, net (mandatory) | 4170 | 10 | 7 | 10 |
| Budget authority, net (total) | 4180 | 9 | 9 | 10 |
| Outlays, net (total) | 4190 | 10 | 7 | 10 |
| | | | | |
| Physical assets: | | | | |
| Major equipment: | | | | |
| Other physical assets: | | | | |
| Direct Federal programs: | | | | |
| Budget Authority | 1352-01 | 9 | 9 | 10 |
| Outlays | 1352-02 | 10 | 7 | 10 |
| | | | | |
| Object Classification (O) ($ in Millions) | | | | |
| | | | | |
| Direct obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 2 | 2 | 2 |
| Civilian personnel benefits | 12.1 | 1 | 1 | 1 |
| Other services from non-Federal sources | 25.2 | 1 | 1 | 1 |
| Other goods and services from Federal sources | 25.3 | 1 | 1 | 1 |
| Supplies and materials | 26.0 | 1 | 1 | 1 |
| Land and structures | 32.0 | 1 | 1 | 1 |
| Grants, subsidies, and contributions | 41.0 | 1 | 2 | 2 |
| Total new obligations | 99.9 | 8 | 9 | 9 |
| | | | | |
| Employment Summary (Q) | | | | |
| Direct civilian full-time equivalent employment | 1001 | 35 | 35 | 35 |
| | | | | |
| Appropriations Requests in Thousands of Dollars (T) | | | | |
| Budget year budgetary resources [014-5132] | 1000 | | | 10,000 |

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# Service Charges, Deposits and Forfeitures

# SERVICE CHARGES, DEPOSITS AND FORFEITURES

## Appropriations Language

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under Public Law 94–579 (43 U.S.C.1701 et seq.), and under section 28 of the Mineral Leasing Act (30 U.S.C. 185), to remain available until expended: Provided, That, notwithstanding any provision to the contrary of section 305(a) of Public Law 94–579 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to section 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this Act by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such action are used on the exact lands damaged which led to the action: Provided further, That any such moneys that are in excess of amounts needed to repair damage to the exact land for which funds were collected may be used to repair other damaged public lands. *(Division F—Department of the Interior, Environment, and Related Agencies Appropriations Act, 2015)*

### Appropriations Language Citations

1. **For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources,**

This language provides authority to recover costs associated with the processing of documents related to Rights-of-Way (ROW) and energy and minerals authorizations required to dispose of public lands and resources. These funds are deposited in the Service Charges, Deposits, and Forfeitures account and used by BLM for labor and other expenses of processing these documents. Only those costs directly associated with processing an application or issuing a ROW grant are charged to an individual project.

2. **for costs of providing copies of official public land documents,**

The BLM performs certain types of realty work on a cost-recoverable basis. Regulations promulgated pursuant to FLPMA allow the BLM to collect from applicants the costs associated with providing copies of public land documents.

3. **for monitoring construction, operation, and termination of facilities in conjunction with use authorizations,**

The BLM performs certain types of realty work on a cost-recoverable basis. Regulations promulgated pursuant to FLPMA allow the BLM to collect from applicants the costs of monitoring construction, operation and termination of facilities.

**4. and for rehabilitation of damaged property,**

The BLM performs certain types of realty work on a cost-recoverable basis. Regulations promulgated pursuant to the FLPMA allow the BLM to collect from applicants the costs of monitoring rehabilitation and restoration of the land.

**5. such amounts as may be collected under Public Law 94–579 (43 U.S.C.1701 et seq.),**

This language authorizes the BLM to collect amounts for activities authorized by FLPMA

**6. and under section 28 of the Mineral Leasing Act (30 U.S.C. 185),**

This language authorizes the Secretary to issue Rights-of-Way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-Way applicants and permittees are to reimburse the U.S. for all costs associated with processing applications and monitoring pipeline construction and operations.

**7. to remain available until expended:**

The language makes the funds deposited into the account available on a no-year basis. This type of account allows BLM a valuable degree of flexibility needed to support multi-year contracts, maintenance, construction, operations, and rehabilitation of public lands.

**8. Provided, That, notwithstanding any provision to the contrary of section 305(a) of Public Law 94–579 (43 U.S.C. 1735(a)),**

This provision authorizes BLM to collect for land damaged by users who have not fulfilled the requirements of contracts or bonds.

**9. any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to section 305(c) of that Act (43 U.S.C. 1735(c)),**

This language authorizes the Secretary to issue a refund of the amount in excess of the cost of doing work to be made from applicable funds.

**10. shall be available and may be expended under the authority of this Act by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such action are used on the exact lands damaged which led to the action:**

This language authorizes the Secretary to use funds to improve, protect, or rehabilitate public lands that were damaged by a develop or purchaser even if the funds collected were not damages on those exact lands.

**11. Provided further, that any such moneys that are in excess of amounts needed to repair damage to the exact land for which funds were collected may be used to repair other damaged public lands.**

If a funding excess exists after repair has been made to the exact land for which funds were collected or forfeited, then the BLM may use these funds to improve, protect, or rehabilitate any damaged public land.

## Appropriation Language Authorizations

| | |
|---|---|
| ***Federal Land Policy and Management Act of 1976, as amended (43 U.S.C. 1735)*** | Authorizes the BLM to receive deposits and forfeitures. |
| ***The Mineral Leasing Act of 1920, as amended by the Trans-Alaska Pipeline Act of 1973, §101 (Public Law 93-153) (30 U.S.C. 185)*** | Authorizes rights-of-way for oil, gas, and other fuels. It further authorizes the Secretary to issue Rights-of-Way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-Way applicants and permittees are to reimburse the U.S. for all costs associated with processing applications and monitoring pipeline construction and operations. |
| ***The Alaska Natural Gas Transportation Act of 1976 (15 U.S.C. 719)*** | Authorizes the granting of certificates, Rights-of-Way permits, and leases. |
| ***The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347)*** | Requires the preparation of environmental impact statements for Federal projects that may have a significant effect on the environment. |
| ***The Wild Free Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340)*** | Authorizes adoption of wild horses and burros by private individuals under cooperative agreements with the Government. |
| ***The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908)*** | Establishes the policy of improving Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros. |
| ***Omnibus Public Land Management Act, 2009 (P.L. 111-11)*** | Among numerous other things, authorizes the disposal of certain lands in the Boise District of the Bureau of Land Management, in Washington County, Utah, and in Carson City, Nevada. It authorizes BLM to retain and spend most of the proceeds of these sales to acquire lands in wilderness and other areas and for other purposes, and to pay a portion to the states in which the sold land was located. |

# Summary of Requirements

*(Dollars in Thousands)*

| Comparison by Activity/ Subactivity | 2014 Actual | | 2015 Enacted | | 2016 | | | | Change from 2015 (+/ -) | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Program Changes (+/ -) | | Budget Request | | | |
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| **Service Charges, Deposits, & Forfeitures** | **184** | **29,998** | **184** | **32,465** | **0** | **-1,415** | **184** | **31,050** | **0** | **-1,415** |
| **Offsets** | | **-29,998** | | **-32,465** | | **1,415** | | **-31,050** | | **+1,415** |
| Right-Of-Way Processing [5101, 5102 & 5103] | 102 | 12,360 | 102 | 16,105 | 0 | -1,415 | 102 | 14,690 | 0 | -1,415 |
| Energy and Minerals Cost Recovery [5110 & 5104] | 22 | 5,399 | 22 | 5,160 | 0 | 0 | 22 | 5,160 | 0 | 0 |
| Trans Alaska Pipeline [5106 & 5109] | 23 | 1,819 | 23 | 1,620 | 0 | 0 | 23 | 1,620 | 0 | 0 |
| Adopt-A-Horse Program [5200 thru 5220] | 0 | 332 | 0 | 380 | 0 | 0 | 0 | 380 | 0 | 0 |
| Repair of Damaged Lands [5330, 5310, & 5320] | 16 | 4,419 | 16 | 3,420 | 0 | 0 | 16 | 3,420 | 0 | 0 |
| Cost Recoverable Realty Cases [5410 thru 5440] | 3 | 808 | 3 | 830 | 0 | 0 | 3 | 830 | 0 | 0 |
| Timber Contract Expenses [5500 & 5600] | 0 | 127 | 0 | 60 | 0 | 0 | 0 | 60 | 0 | 0 |
| Commercial Film & Photography Fees [5441] | 3 | 251 | 3 | 230 | 0 | 0 | 3 | 230 | 0 | 0 |
| Recreation Cost Recovery [5105] | 8 | 3,655 | 8 | 3,690 | 0 | 0 | 8 | 3,690 | 0 | 0 |
| Copy Fee Account [5700] | 7 | 828 | 7 | 970 | 0 | 0 | 7 | 970 | 0 | 0 |

# Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

## Program Overview

***Rights-of-Way Processing and Energy and Minerals Cost Recovery*** – The BLM recovers certain costs of processing documents related to Rights-of-Way (ROW), and energy and minerals authorizations. These funds are deposited in the Service Charges, Deposits, and Forfeitures account and used by BLM for labor and other expenses of processing these documents. More detail for each type of cost recovery is described below.

***Rights-of-Way Processing*** – ROW processing is funded through a combination of applicant deposits made into this indefinite appropriation and a direct appropriation of funds in the Management of Lands and Resources (MLR) appropriation, which include the Renewable Energy subactivity as well as the Land and Realty Management subactivity.

The BLM recovers costs for the processing of ROW applications pursuant to the Mineral Leasing Act (MLA) and the Federal Land Policy and Management Act (FLPMA). Processing fees are determined by a fee schedule for minor category ROWs (those which require fewer than 50 Federal work hours). Processing fees for major category ROWs (those which require greater than 50 Federal work hours) are based on reasonable costs (FLPMA) or actual costs (MLA). In 2014, BLM's average cost to process a major category right-of-way application was approximately $92,000; in 2015 it is estimated to be $98,000. Major category ROW projects are usually for oil and gas pipelines, electric transmission lines, wind and solar energy development sites, or other projects associated with energy development. Twenty percent of BLM's rights-of-way applications are for these types of projects. BLM estimates that it will recover 80 percent of the reasonable or actual processing costs of the larger scale project types of applications.

Approximately 80 percent of the ROW projects are minor category which usually consists of short roads, well gathering pipelines, and electric distribution lines. Minor category ROW applications cost an average of $2,400 each to process in 2014; in 2015 minor category cost recovery applications are estimated to have an average processing cost of $2,600. For these smaller-scale projects, the BLM recovers 50 percent of the actual costs of each right-of-way application. Approximately 10 percent of the ROW projects are for roads and other infrastructure for local or state government agencies for which BLM recovers no cost recovery funds.

Only those costs directly associated with processing an application or issuing a ROW grant are charged to an individual project. Costs of land use planning or studies to determine placement of ROW corridors, and other general costs that are not specific to a ROW application, cannot be charged to the individual ROW cost recovery account. These costs are funded entirely from the MLR appropriation. In addition, certain types of ROW applicants are exempted, by law, from cost recovery. These applicants include States and local governments.

The BLM currently administers more than 107,000 ROW authorizations. The Bureau will continue to expedite the granting of ROWs by processing applications, issuing grants, and monitoring construction involved with the operation and termination of ROWs on the public land as authorized by the FLPMA and the MLA.

***Energy and Minerals Cost-Recovery*** **-** The BLM issued a final rule effective November 7, 2005, to amend its mineral resources regulations to increase certain fees and to impose new fees to cover BLM's costs of processing documents relating to its minerals programs. The new fees included costs of actions such as environmental studies performed by the BLM, lease applications, name changes, corporate mergers, lease consolidations and reinstatements, and other processing-related costs. The BLM charges the fees pursuant to authorities under the Independent Offices Appropriation Act, as amended, 31 U.S.C. 9701 (IOAA); Section 304(a) of *FLPMA*; and OMB Circular A-25; DOI Manual 346 DM 1.2 A; and case law (also see the preamble to the proposed rule at 70 FR 41533 and Solicitor's Opinion M-36987 (December 5, 1996)).

**Recreation Cost Recovery** – The BLM recovers its costs associated with authorizing and administering certain recreation activities or events. The BLM uses Special Recreation Permits to authorize events such as off-highway vehicle areas, shooting ranges, and specialized trail systems; or to authorize group activities or recreation events. This subactivity covers revenues and expenditures associated with any Special Recreation Permit that has been determined to be cost recoverable by BLM personnel as outlined in 43 CFR 2930-1 Permits for Recreation on Public Lands and H-2930-1, Recreation Permit Administration Handbook. Primary work in this program involves processing the application and administering the permit, which includes environmental analysis and monitoring.

***Adopt-a-Horse Program*** – The BLM conducts adoptions of wild horses and burros removed from its public lands. In 2016, the BLM will offer animals for adoption to qualified applicants. The BLM administers animal adoptions primarily through a competitive bidding process, receiving a minimum of $380 per horse or burro to offset veterinary, transportation, and animal maintenance costs.

**Repair of Damaged Lands** – Under FLPMA, the BLM is authorized to collect for land damaged by users who have not fulfilled the requirements of contracts or bonds. If a funding excess exists after repair has been made to the exact land for which funds were collected or forfeited, then the BLM may use these funds to improve, protect, or rehabilitate any damaged public land.

**Cost-Recoverable Realty Cases** – The BLM performs certain types of realty work on a cost-recoverable basis. Regulations promulgated pursuant to the FLPMA allow the BLM to collect from applicants the costs of processing applications for realty work, as described below.

- **Conveyance of Federally Owned Mineral Interests** –The BLM collects costs from applicants to cover administrative costs, including the costs of conducting an exploratory program to determine the type and amount of mineral deposits, establishing the fair market value of the mineral interests to be conveyed, and preparing conveyance documents.
- **Recordable Disclaimers of Interest** – The BLM collects costs from applicants to cover administrative costs, including the costs to determine if the U.S. has an interest in the property or boundary definitions, as well as preparing the riparian specialist's report or preparing and issuing the document of disclaimer.
- **Leases, Permits, and Easements** – The BLM collects costs from applicants to cover administrative costs, including the cost of processing applications, monitoring construction, operating and maintaining authorized facilities, and monitoring rehabilitation and restoration of the land.

Applicants may deposit money in an approved account for the BLM use in completing specific realty work. These dollars become immediately available to the BLM without further appropriation.

**Timber Contract Expenses** – Many BLM timber contracts have provisions that allow the purchaser to make cash payments to the BLM in lieu of performing specified work directly. The BLM uses these funds as required by the contract. This involves performing timber slash disposal and reforestation.

**Commercial Film and Photography** – A permit is required for all commercial filming activities on public lands. Commercial filming is defined as the use of motion picture, videotaping, sound recording, or other moving image or audio recording equipment on public lands that involves the advertisement of a product or service, the creation of a product for sale, or the use of actors, models, sets, or props, but not including activities associated with broadcasts for new programs. Creation of a product for sale includes a film, videotape, television broadcast, or documentary of participants in commercial sporting or recreation event created for the purpose of generating income. These fees are exclusive of cost recovery fees for processing the permits which are collected under leases, permits, and easements.

**Copy Fees** – The BLM is the custodian of the official public land records of the United States. There are more than 500,000 requests annually from industry, user organizations, and the general public, for copies of these official records. The BLM charges a fee for copies of these documents (maps, plats, field notes, copies of use authorizations, reservations of easements and ROW, serial register pages, and master title plats). This fee covers the cost of research, staff time, and the supplies required for printing and for responding to Freedom of Information Act requests.

# Budget Schedules

| Account Symbol and Title<br>14X5017<br>Service Charges, Deposits, and Forfeitures | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Right-of-way processing | 0001 | 13 | 13 | 13 |
| Energy and minerals cost recovery | 0004 | 3 | 3 | 3 |
| Wild horse and burro cost recover | 0005 | 0 | 0 | 1 |
| Repair of damaged lands | 0006 | 3 | 3 | 3 |
| Cost recoverable realty | 0007 | 1 | 1 | 1 |
| Recreation cost recovery | 0008 | 3 | 3 | 3 |
| Copy fees | 0009 | 1 | 1 | 1 |
| Trans Alaska Pipeline Authority | 0011 | 4 | 4 | 4 |
| Total new obligations | 0900 | 28 | 28 | 29 |
| Budgetary resources: | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 46 | 49 | 53 |
| Recoveries of prior year unpaid obligations | 1021 | 1 | 0 | 0 |
| Unobligated balance (total) | 1050 | 47 | 49 | 53 |
| Budget authority: | | | | |
| Appropriations, discretionary: | | | | |
| Appropriation (special or trust fund) | 1101 | 30 | 32 | 31 |
| Appropriation, discretionary (total) | 1160 | 30 | 32 | 31 |
| Appropriation [Text] | 1160-40 | 30 | 32 | 31 |
| Baseline Civilian Pay | 1160-50 | | 22 | 23 |
| Baseline Non-Pay | 1160-50 | | 10 | 10 |
| Appropriation [Text] | 1160-40 | 0 | 0 | 0 |
| Baseline Non-Pay | 1160-50 | | 0 | 0 |
| Total budgetary resources available | 1930 | 77 | 81 | 84 |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 49 | 53 | 55 |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 6 | 2 | 3 |
| Obligations incurred, unexpired accounts | 3010 | 28 | 28 | 29 |
| Outlays (gross) | 3020 | -31 | -27 | -32 |
| Recoveries of prior year unpaid obligations, unexpired | 3040 | -1 | 0 | 0 |
| Unpaid obligations, end of year | 3050 | 2 | 3 | 0 |
| Memorandum (non-add) entries: | | | | |

| Account Symbol and Title<br>14X5017<br>Service Charges, Deposits, and Forfeitures | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Obligated balance, start of year | 3100 | 6 | 2 | 3 |
| Obligated balance, end of year | 3200 | 2 | 3 | 0 |
| | | | | |
| Budget authority and outlays, net: | | | | |
| Discretionary: | | | | |
| Budget authority, gross | 4000 | 30 | 32 | 31 |
| Outlays, gross: | | | | |
| Outlays from new discretionary authority | 4010 | 15 | 16 | 16 |
| Outlays from discretionary balances | 4011 | 16 | 11 | 16 |
| Outlays, gross (total) | 4020 | 31 | 27 | 32 |
| Budget authority, net (discretionary) | 4070 | 30 | 32 | 31 |
| Outlays, net (discretionary) | 4080 | 31 | 27 | 32 |
| Budget authority, net (total) | 4180 | 30 | 32 | 31 |
| Outlays, net (total) | 4190 | 31 | 27 | 32 |
| | | | | |
| Direct Federal programs: | | | | |
| Budget Authority | 2004-01 | 30 | 32 | 31 |
| Outlays | 2004-02 | 31 | 27 | 32 |
| | | | | |
| Object Classification (O) ($ in Millions) | | | | |
| | | | | |
| Direct obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 13 | 13 | 13 |
| Other than full-time permanent | 11.3 | 1 | 1 | 1 |
| Other personnel compensation | 11.5 | 1 | 1 | 1 |
| Total personnel compensation | 11.9 | 15 | 15 | 15 |
| Civilian personnel benefits | 12.1 | 5 | 5 | 5 |
| Travel and transportation of persons | 21.0 | 1 | 1 | 1 |
| Other services from non-Federal sources | 25.2 | 2 | 2 | 2 |
| Other goods and services from Federal sources | 25.3 | 4 | 4 | 4 |
| Supplies and materials | 26.0 | 1 | 1 | 2 |
| Total new obligations | 99.9 | 28 | 28 | 29 |
| | | | | |
| Employment Summary (Q) | | | | |
| Direct civilian full-time equivalent employment | 1001 | 184 | 184 | 184 |
| | | | | |
| Appropriations Requests in Thousands of Dollars (T) | | | | |
| Budget year budgetary resources [014-5017] | 1000 | | | 31,050 |

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# Miscellaneous Permanent Payments

# Miscellaneous Permanent Payments

## Appropriations Language

No Appropriations Language

## Explanation

The Permanent Payment Accounts provide for sharing specified receipts collected from the sale, lease, or use of the public lands and resources with States and counties. They do not require annual appropriations action. Amounts are estimated based on anticipated collections, or in some cases, upon provisions required by permanent legislation. The BLM distributes these funds in accordance with the provisions of the various laws that specify the percentages to be paid to the applicable recipient jurisdictions and, in some cases, how the States and counties must use these funds. These payments are made subject to the authorities of permanent law, and the amounts are made available by operation of permanent laws. The payment amounts show for each year are the amounts paid, or estimated to be paid, in that year.

## Authorizations

| | |
|---|---|
| ***30 U.S.C. 191, 286; 95 Stat. 12051*** | Mineral leasing receipts are collected from the leasing of public land (including bonuses, royalties and rents) for exploration of oil and gas, coal, oil shale, and other minerals. The amount charged depends on the type of mineral that is leased. |
| ***1952 Interior and Related Agencies Appropriations Act (65 Stat. 252)*** | States are paid five percent of the net proceeds (four percent of gross proceeds) from the sale of public land and public land products. |
| ***Taylor Grazing Act of 1934 (43 U.S.C. 315 b, i and m)*** | States are paid 12½ percent of the grazing fee receipts from lands within organized grazing district boundaries; States are paid 50 percent of the grazing fee receipts from public land outside of organized grazing districts; and States are paid specifically determined amounts from grazing fee and mineral receipts from miscellaneous lands within grazing districts that are administered under certain cooperative agreements which stipulate that the fees be retained by the BLM for distribution. |
| ***The Oregon and California Grant Lands Act of 1937 (50 STAT. 874)*** | Provides for payments to 18 western Oregon counties of 75 percent of receipts derived from the activities of BLM on O&C grant lands. The percentage was changed to 50 percent by agreement between Oregon and the Federal government. |
| ***The Act of May 24, 1939 (53 STAT. 753)*** | Provides for payments in lieu of taxes to Coos and Douglas counties in Oregon of not to exceed 75 percent of receipts derived from BLM activities on Coos Bay Wagon Road grant lands. |
| ***7 U.S.C. 1012, the Bankhead Jones Farm Tenant Act of 1937, and Executive Orders 107878 and 10890*** | 25 percent of the revenues received from the use of these land use project lands, including grazing and mineral leasing, are paid to the counties in which such lands are located. The Act transfers the management of certain Farm Tenant Act-Land Utilization Project lands to the jurisdiction of the Department of the Interior. |
| ***The Burton-Santini Act of 1980 (P.L. 96-586) and P.L. 105-263*** | Authorizes and directs the sale of up to 700 acres per year of certain lands in Clark County, Nevada, and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin, with 85 percent of the proceeds. The remaining 15 percent of proceeds from sales are distributed to Nevada and Clark County. |

| | |
|---|---|
| ***Southern Nevada Public Land Management Act, P.L. 105-263, as amended by P.L. 107-282.*** | Authorizes the disposal through sale of 27,000 acres in Clark County, Nevada, the proceeds of which are distributed as follows: (a) five percent for use in the general education program of the State of Nevada; (b) 10 percent for use by Southern Nevada Water Authority for water treatment and transmission facility infrastructure in Clark County, Nevada; and (c) the remaining 85 percent to be used to acquire environmentally sensitive lands in Nevada; to make capital improvements to areas administered by NPS, FWS and BLM in Clark County, Nevada; to develop a multi-species habitat plan in Clark County, Nevada; to develop parks, trails, and natural areas in Clark County, Nevada; and to provide reimbursements for BLM costs incurred in arranging sales and exchanges under this Act. |
| ***The Alaska Native Claims Settlement Act of 1971 as amended by Public Law 94-204 of 1976 (43 U.S.C. 1611)*** | Directs the Secretary to make conveyances to Cook Inlet Region, Inc. (CIRI) in accordance with the "Terms and Conditions for Land Consolidation and Management in Cook Inlet Area." |
| ***The Alaska National Interest Lands Conservation Act of 1980 (43 U.S.C. 1611)*** | Authorizes CIRI to bid on surplus property in accordance with the *Federal Property and Administrative Services Act of 1940 (40 U.S.C. 484)*, and provides for the establishment of a CIRI surplus property account by the Secretary of the Treasury. |
| ***The Alaska Railroad Transfer Act of 1982 (43 U.S.C. 1611)*** | Expands the account by allowing CIRI to bid on properties anywhere in the U.S. |
| ***The 1988 Department of Defense Appropriations Act (101 Stat. 1329- 318)*** | Authorizes CIRI to bid at any public sale of property by any agent of the U.S., including the Department of the Defense. |
| ***The 1990 Department of Defense Appropriation Act (16 U.S.C 396f)*** | Appropriated monies to be placed into the CIRI Property Account in the U.S. Treasury as permanent budget authority. |
| ***Alaska Land Status Technical Corrections Act of 1992 (P.L. 102-415)*** | Authorizes payments to the Haida and Gold Creek Corporations to reimburse them for claims in earlier land settlements. |

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| ***The Secure Rural Schools and Community Self-Determination Act of 2000 (P.L. 106-393) as amended by P.L. 110-343, October, 2008.*** | Authorizes stabilized payments to Oregon and California (O&C) Grant lands and Coos Bay Wagon Road Counties for fiscal years 2001 through 2006. Each county that received a payment during the eligibility period (1988-1999) had an option to receive an amount equal to the average of the three highest 50 percent payments and safety net payments made for the fiscal years of the eligibility period. The payments were adjusted to reflect 50 percent of the cumulative changes in the Consumer Price Index that occur after publication of the index for fiscal year 2000. The final payments for 2006 were made in 2007, consistent with the Act. Public Law 110–28, May 25, 2007 provided payments for one additional year. The fiscal year 2007 payments under the original act were made in October, 2007, that is in FY2008. |
| ***Public Law 110-28*** | Provided one additional year of payments to Oregon & California Grant Lands and Coos Bay Wagon Road counties for 2007 to be made in 2008. |
| ***Public Law 110-343*** | Secure Rural Schools and Community Self-Determination Act payments were authorized to be made in 2009 through 2012 (for 2008 through 2011) to Oregon & California Grant Lands and Coos Bay Wagon Road counties. |
| ***Public Law 112-141*** | Secure Rural Schools and Community Self-Determination Act payments were authorized to be made in 2013 (for 2012) to Oregon & California Grant Lands and Coos Bay Wagon Road counties. |
| ***Public Law 113-40*** | Secure Rural Schools and Community Self-Determination Act payments were authorized to be made in 2014 (for 2013) to Oregon & California Grant Lands and Coos Bay Wagon Road counties. |
| ***Clark County Conservation of Public Land and Natural Resources Act of 2002 (P.L. 107-282) as amended by P.L. 108-447*** | Enlarges the area in which the BLM can sell lands under the Southern Nevada Public Land Management Act; approves a land exchange in the Red Rock Canyon Area; designates wilderness; designates certain BLM lands for a new airport for Las Vegas; and gives land to the State and City for certain purposes. |

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| ***Lincoln County Conservation, Recreation and Development Act (PL 108-424)*** | Addresses a wide-range of public lands issues in Lincoln County, Nevada, designates as wilderness 768,294 acres of BLM-managed lands and releases from wilderness study area (WSA) status 251,965 acres of public land. The bill also directs the BLM to dispose of up to 90,000 acres of public land and divides the proceeds 85 percent to a Federal fund and 15 percent to State and county entities, establishes utility corridors, transfers public lands for State and county parks, creates a 260-mile OHV trail and resolves other public lands issues. |
| ***Public Law 109-432, White Pine County Land Sales*** | Authorizes the disposal through sale of 45,000 acres in White Pine County, Nevada, the proceeds of which are distributed as follows: (a) 5 percent for use in the general education program of the State of Nevada; (b) 10 percent shall be paid to the County for use for fire protection, law enforcement, education, public safety, housing, social services, transportation, and planning; and (c) the remaining 85 percent to be used to reimburse the BLM and DOI for certain costs, to manage unique archaeological resources, for wilderness and endangered species protection, for improving recreational opportunities in the County, and for other specified purposes. |
| ***Public Law 111–11, State Share, Carson City Land Sales*** | Authorizes five percent of the proceeds from Carson City, Nevada land sales to be paid to the State for the general education program of the State. |

## Summary of Requirements

*(Dollars in Thousands)*

| Comparison by Activity/ Subactivity | 2014 Actual | | 2015 Enacted | | 2016 | | | | Change from 2015 (+/-) | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Program Changes (+/ -) | | Budget Request | | | |
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| **Miscellaneous Permanent Payments Appropriation Total** | **7** | **47,921** | **0** | **17,239** | **0** | **+4,930** | **0** | **22,169** | **7** | **+4,930** |
| Payments to States from Proceeds of Sales [5133] | | **625** | | **723** | | **+162** | | **885** | | **+162** |
| Payments to States from Grazing Fees, etc. on Public Lands outside Grazing Districts [5016] | | **800** | | **811** | | **+39** | | **850** | | **+39** |
| Payments to States from Grazing Fees, etc. on Public Lands within Grazing Districts [5032] | | **1,148** | | **1,097** | | **-284** | | **813** | | **-284** |
| Payments to States from Grazing Fees, etc. on Public Lands within Grazing Districts, Misc. [5044] | | **18** | | **18** | | **+1** | | **19** | | **+1** |
| Payments to Counties, National Grass Lands (Farm Tenant Lands) [5896] | | **584** | | **639** | | **+41** | | **680** | | **+41** |
| Payments to Nevada from Receipts on Land Sales (includes 15%) [5129] | | **5,112** | | **13,951** | | **+4,971** | | **18,922** | | **+4,971** |
| State Share, Carson City Land Sales [5561] | | **3** | | **0** | | **0** | | **0** | | **0** |
| Payments to O&C Counties 50% of receipts under 1937 statute [7] | | **0** | | **0** | | **0** | | **0** | | **0** |
| Payments to Coos and Douglas Counties under 1939 statute [8] | | **0** | | **0** | | **0** | | **0** | | **0** |
| Secure Rural Schools | **7** | **39,631** | **0** | **0** | **0** | **0** | **0** | **0** | **7** | **0** |
| Payments to O&C Counties, Title I/III | | **35,976** | | **0** | | **0** | | **0** | 0 | **0** |

[7] The estimated payments in 2015 and 2016 are zero because the FS would make Secure Rural Schools payments under a proposal in the budget. Absent enactment of this proposal, in 2015 BLM will pay O&C and CBWR counties under statutes enacted in 1937 and 1939. The O&C payments would total $18,001,000; the CBWR payment amount has not been determined, but cannot exceed seventy-five percent of CBWR receipts.

[8] Ibid.

| | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Payments to Coos Bay Wagon Road Counties, Title I/III | | **311** | | **0** | | **0** | | **0** | | **0** |
| Payments to O&C and Coos Bay Wagon Road Counties, Title II | **7** | **3,344** | **0** | **0** | **0** | **0** | **0** | **0** | **0** | **0** |

# Appropriation: Miscellaneous Permanent Payments

## Program Overview

The following activities include payments made to States and counties from the sale, lease, or use of other public lands or resources under the provisions of permanent legislation and do not require annual appropriations. The payment amounts for 2015 and 2016 are estimated based on the amounts of collections or receipts as authorized by applicable legislation and the provisions of those laws that specify the percentage of receipts to be paid to designated States, counties, or other recipients.

***Payments to States from Proceeds of Sales –*** The BLM collects funds from the sale of public lands and materials in the limits of public domain lands pursuant to 31 U.S.C. 1305. States are paid five percent of the net proceeds of these sales. The BLM makes these payments annually and payments are used by States either for educational purposes or for the construction and improvement of public roads. The payments in 2014 were $625,000. The estimated payments for 2015 and 2016 are $723,000 and $885,000 respectively.

***Payments to States from Grazing Receipts, etc., on Public Lands outside Grazing Districts –*** The States are paid 50 percent of the grazing receipts from public lands outside grazing districts (43 U.S.C. 315i, 315m). These funds are to be expended by the State for the benefit of the counties in which the lands are located. The States will continue to receive receipts from public lands outside organized grazing districts. The BLM makes these payments annually. The actual payments for 2014 were $800,000 and estimated payments for 2015 and 2016 are $811,000 and $850,000 respectively.

***Payments to States from Grazing Receipts, etc., on Public Lands within Grazing Districts –***The States are paid 12½ percent of grazing receipts from public lands inside grazing districts (43 U.S.C. 315b, 315i). These funds are to be expended by the State for the benefit of the counties in which the lands are located. The BLM makes the payments annually. The actual payments for 2014 were $1,148,000 and estimated payments for 2015 and 2016 are $1,097,000 and $813,000 respectively.

***Payments to States from Grazing Fees, etc. on Public Lands within Grazing Districts, misc. –*** Also included are grazing receipts from isolated or disconnected tracts. The States are paid specifically determined amounts from grazing receipts derived from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis (43 U.S.C. 315m). These funds are to be expended by the State for the benefit of the counties in which the lands are located. The BLM makes these payments annually. The actual payments for 2014 were $18,000 and estimated payments for 2015 and 2016 are $18,000 and $19,000 respectively.

***Payments to Counties, National Grasslands (Farm Tenant Act Lands) –*** Of the revenues received from the use of Bankhead-Jones Act lands administered by the BLM, 25 percent is paid to the counties in which such lands are situated for schools and roads (7 U.S.C. 1012). The BLM makes payments annually on a calendar-year basis. The actual payments for 2014 were $584,000 and estimated payments for 2015 and 2016 are $639,000, and $680,000 respectively.

***Payments to Nevada from Receipts on Land Sales –*** Payments to the State of Nevada are authorized by two Acts. The Burton-Santini Act authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada, the proceeds of which are to be used to acquire environmentally sensitive land in the Lake Tahoe Basin of California and Nevada. Annual revenues are distributed to the State of Nevada (five percent) and the county in which the land is located (ten percent).

The Southern Nevada Public Land Management Act (SNPLMA), as amended, authorizes the disposal through sale of approximately 50,000 acres in Clark County, Nevada, the proceeds of which are to be distributed as follows: (a) 5 percent for use in the general education program of the State of Nevada (b) 10 percent for use by Southern Nevada Water Authority for water treatment and transmission facility infrastructure in Clark County, Nevada and (c) the remaining 85 percent for various uses by the BLM and other Federal lands. (For more information, see the Southern Nevada Public Land Management Act, P.L. 105-263, as amended by P.L. 107-282.)

The actual payments for 2014 were $5,112,000. Estimated payments for 2015 and 2016 are $13,951,000 and $18,922,000 based on the estimates of collections from planned land sales. Sales values for these lands in Clark County have stabilized, but collections are still relatively low compared to the past. The BLM collected $62,444,000 in 2014 from Nevada land sales (including SNPLMA and Lincoln County) and estimates collections from sales in 2015 and 2016 will be $100,026,000 and $125,908,000 respectively. Some receipts from sales held in the latter half of one fiscal year are not collected in full until the next fiscal year because of normal delay in the acceptance of bids.

***Payments to Oregon and California Grant Lands Counties –*** Under the Oregon and California Act of 1937, the BLM paid 50 percent of receipts from Federal activities on O&C lands (mainly from timber sales) to 18 counties in western Oregon. These revenues decreased since the 1980s due to changes in Federal timber policies.

The Secure Rural Schools and Community Self-Determination Act of 2000 (P.L. 106-393) was enacted on October 30, 2000. The Act was designed to provide a predictable payment to States and counties, in lieu of funds derived from Federal timber harvests. Payments were based on historical payments, adjusted for inflation.

Payments to the 18 O&C counties were derived from:

1. Revenues from Federal activities on O&C lands in the previous fiscal year that are not deposited to permanent operating funds such as the Timber Sale Pipeline Restoration or the Forest Ecosystem Health and Recovery, and,
2. To the extent of any shortfall, out of any funds in the Treasury not otherwise appropriated.

Under P.L. 106-393, and in the extensions of it, payments for a fiscal year were made in the following fiscal year. For example, payments for 2013 were made in 2014.

Payments have been extended four times. Under the extensions, payments tend to be reduced each year, and they are not adjusted for inflation as they were under P.L. 106-393 during the first six years.

P.L. 110-28 provided authorized payments for 2007 which were made in 2008. Payments in 2008 were distributed among the counties in the same way as payments in 2007. Payments were limited to a total of $525,000,000 for both the BLM and the Forest Service, $100,000,000

from receipts and $425,000,000 from the General Fund. BLM's share was $116,865,000.

In October, 2008, Congress enacted Section 601 of Public Law 110-343, which extended the Secure Rural Schools Act of 2000. Public Law 110-343 provided an extension of payments to the O&C Grant Lands and the Coos Bay Wagon Road counties through fiscal year 2011 (with final payment to be made in 2012). As in the prior act, payments were to be made for the year prior. The payments for 2008 through 2010 are described in the law as "transition" payments, and are a declining percentage of the payments made in 2006; the payment in 2009 (for 2008) is 90 percent of the amount paid in 2006, the payment in 2010 (for 2009) is 81 percent, and the payment in 2011 (for 2010) is 73 percent.

The payments in 2012 (for 2011) were calculated based on several factors that included acreage of Federal land, previous payments, and per capita personal income. The table below shows payments made from 2002 (for 2001) through the payments for 2012 (in 2013). The payments to the Coos and Douglas counties have followed the same pattern as payments to O&C counties under the Secure Rural Schools Act and extensions.

In July 2012, Congress enacted Public Law 112-141, which extended the Secure Rural Schools Act of 2000. Public Law 112-141 provided an extension of payments to the O&C Grant Lands and the Coos Bay Wagon Road counties through fiscal year 2012 (with the payment to be made in 2013).

In October 2013, Congress enacted Public Law 113-40 which extends payments for one year to the O&C Grant Lands and the Coos Bay Wagon Road counties through fiscal year 2013 (with the payment to be made 2014).

As of January, 2015, authority for Secure Rural Schools Act payments for 2014 (in 2015) has not been enacted. Therefore, the BLM plans to make payments according to the provision of the statutes enacted in 1937 and 1939.

The Budget reflects a five-year reauthorization of the Secure Rural Schools Act with funding through mandatory U.S. Forest Service (USFS) appropriations, starting with the payments for fiscal year 2014 (which would be made in 2015). This SRS proposal revises the allocation split between the three portions of the program from the current authority emphasizing enhancement of forest ecosystems, restoration and improvement of land health and water quality and the increase of economic activity. For more information on this proposal, see the USFS 2016 Budget Justification.

For any of the 18 counties in Western Oregon choosing not to receive payments for 2015 (in 2016) under the reauthorization proposal discussed above, the payments would revert back to payments under the 1937 O&C Act and subsequent amendments. The 1937 statute authorizes payments of 50 percent of Federal receipts from activities on O&C grant lands. In the case of Coos and Douglas Counties, if they were to choose not to receive payments for 2014 (in 2015) under the proposal, the 1939 statute authorizes payments for lost tax revenue not to exceed 75 percent of the receipts from activities on Coos Bay Wagon Road grant lands.

The table below shows actual and estimated payments for 2001 through 2013.

**Secure Rural Schools Payments ($ in thousands)**

| **Payments for 2001 in 2002** | O&C | CBWR | Total |
|---|---|---|---|
| **Amount from Receipts:** | **$15,540** | **$330** | **$15,869** |
| Amount from General Fund: | $93,192 | $618 | $93,811 |
| Total | $108,732 | $948 | $109,680 |
| Title I/III | $101,085 | $875 | $101,960 |
| Title II | $7,647 | $73 | $7,720 |
| Total | $108,732 | $948 | $109,680 |

| **Payments for 2002 in 2003** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $11,519 | $229 | $11,748 |
| Amount from General Fund: | $98,083 | $727 | $98,809 |
| Total | $109,602 | $956 | $110,558 |
| Title I/III | $101,433 | $834 | $102,266 |
| Title II | $8,169 | $122 | $8,291 |
| Total | $109,602 | $956 | $110,558 |

| **Payments for 2003 in 2004** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $6,199 | $51 | $6,249 |
| Amount from General Fund: | $104,718 | $917 | $105,635 |
| Total | $110,917 | $967 | $111,884 |
| Title I/III | $102,468 | $844 | $103,312 |
| Title II | $8,449 | $124 | $8,572 |
| Total | $110,917 | $967 | $111,884 |

| **Payments for 2004 in 2005** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $11,935 | $133 | $12,068 |
| Amount from General Fund: | $100,424 | $847 | $101,271 |
| Total | $112,359 | $980 | $113,339 |
| Title I/III | $103,595 | $936 | $104,531 |
| Title II | $8,763 | $44 | $8,808 |
| Total | $112,359 | $980 | $113,339 |

| **Payments for 2005 in 2006** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $11,100 | $251 | $11,351 |
| Amount from General Fund: | $103,843 | $751 | $104,594 |
| Total | $114,943 | $1,002 | $115,946 |
| Title I/III | $106,123 | $955 | $107,077 |
| Title II | $8,820 | $48 | $8,868 |
| Total | $114,943 | $1,002 | $115,946 |

Note: Amounts may not add due to rounding

| **Payments for 2006 in 2007** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $11,720 | $530 | $12,250 |
| Amount from General Fund: | $104,373 | $394 | $104,767 |
| Total | $116,093 | $924 | $117,017 |
| Title I/III | $107,928 | $924 | $108,852 |
| Title II | $8,165 | $88 | $8,253 |
| Total | $116,093 | $1,013 | $117,105 |

| **Payments for 2007 in 2008*** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $6,354 | $297 | $6,652 |
| Amount from General Fund: | $109,500 | $713 | $110,213 |
| Total | $115,854 | $1,010 | $116,865 |
| Title I/III | $110,873 | $995 | $111,868 |
| Title II | $4,982 | $15 | $4,997 |
| Total | $115,854 | $1,010 | $116,865 |
| P.L. 110-28 extended Secure Rural Schools payments for one year. | | | |

| **Payments for 2008 in 2009** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $12,999 | $312 | $13,311 |
| Amount from General Fund: | $91,484 | $599 | $92,083 |
| Total | $104,483 | $911 | $105,394 |
| Title I/III | $95,870 | $838 | $96,708 |
| Title II | $8,614 | $73 | $8,686 |
| Total | $104,483 | $911 | $105,394 |
| P.L. 110-343 extended Secure Rural Schools payments through 2011 with the final payment in 2012. | | | |

| **Payments for 2009 in 2010** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $14,423 | $248 | $14,471 |
| Amount from General Fund: | $79,812 | $573 | $80,384 |
| Total | $94,035 | $820 | $94,855 |
| Title I/III | $86,420 | $755 | $87,175 |
| Title II | $7,615 | $65 | $7,680 |
| Total | $94,035 | $820 | $94,855 |

| **Payments for 2010 in 2011** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $9, 670 | $636 | $10,306 |
| Amount from General Fund: | $75,077 | $102 | $75,180 |
| Total | $84,748 | $739 | $85,487 |
| Title I/III | $77,393 | $636 | $78,029 |
| Title II | $7,354 | $102 | $7,457 |
| Total | $84,748 | $739 | $85,487 |

Note: Amounts may not add due to rounding

| **Payments for 2011 in 2012** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $11,575 | 0 | $11,575 |
| Amount from General Fund: | $28,116 | $346 | $28,463 |
| Total | $39,691 | $346 | $40,037 |
| Title I/III | $35,992 | $318 | $36,310 |
| Title II | $3,699 | $28 | $3,727 |
| Total | $39,691 | $346 | $40,037 |

| **Payments for 2012 in 2013** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $11,521 | $326 | $11,847 |
| Amount from General Fund: | $26,162 | $0 | $26,162 |
| Total | $37,683 | $326 | $38,009 |
| Title I/III | $34,054 | $281 | $34,334 |
| Title II | $3,629 | $45 | $3,675 |
| Total | $37,683 | $326 | $38,009 |

| **Estimated Payments made for 2013 in 2014** | O&C | CBWR | Total |
|---|---|---|---|
| Amount from Receipts: | $17,341 | $337 | $17,678 |
| Amount from General Fund: | $21,952 | $0 | $21,952 |
| Total | $39,293 | $372 | $39,630 |
| Title I/III | $35,976 | $310 | $36,286 |
| Title II | $3,316 | $27 | $3,343 |
| Total | $39,293 | $318 | $39,630 |

Note: Amounts may not add due to rounding

P.L. 113-40 extended Secure Rural Schools payments through 2013 with the payment to be made in 2014.

## 2014 Total Payments of BLM Receipts to States and Counties (in Dollars)

| State | a/ Mineral Leasing Act ROW payments | Taylor Grazing Act | | | Proceeds of Sales | Other | Total Payments |
|---|---|---|---|---|---|---|---|
| | | SEC. 15 Outside Grazing Districts | SEC. 3 Outside Grazing Districts | Other | | | |
| Alaska | 1,138 | 0 | 0 | 0 | 1,721 | 0 | 2,859 |
| Arizona | 112,052 | 66,166 | 47,689 | 0 | 44,449 | 0 | 270,356 |
| California | 656,665 | 47,314 | 11,344 | 0 | 89,663 | 0 | 804,986 |
| Colorado | 784,947 | 26,266 | 44,717 | 4,990 | 19,858 | 0 | 880,778 |
| Florida | 0 | 0 | 0 | 0 | 15 | | 15 |
| Idaho | 29,739 | 19,271 | 142,224 | 0 | 2,350 | 0 | 193,584 |
| Michigan | 0 | 0 | 0 | 0 | 156 | | 156 |
| Minnesota | 0 | 0 | 0 | 0 | 169 | 0 | 169 |
| Montana | 26,804 | 90,763 | 118,678 | 0 | 59,086 | b/ 540,040 | 840,371 |
| Nebraska | 0 | 454 | 0 | 0 | 0 | 0 | 454 |
| Nevada | 98,196 | 7,145 | 194,771 | 0 | 77,541 | c/ 9,278,970 | 9,656,623 |
| New Mexico | 1,064,624 | 113,544 | 159,794 | 14 | 145,524 | 8,387 | 1,491,887 |
| North Dakota | 132 | 4,106 | 0 | 0 | (16.00) | 0 | 4,222 |
| Oklahoma | 4,244 | 68 | 0 | 0 | 0.00 | 0 | 4,312 |
| Oregon | 58,191 | 21,151 | 107,981 | 0 | 44,483.00 | d/ 39,630,135 | 39,861,944 |
| South Dakota | 0 | 55,867 | 23 | 0 | 95.00 | 0 | 55,985 |
| Utah | 374,794 | 0 | 110,159 | 0 | 33,925.00 | 0 | 518,878 |
| Washington | 835 | 18,176 | 0 | 0 | (3,336.00) | 0 | 15,675 |
| Wisconsin | 0 | 0 | 0 | 0 | 516 | 0 | 516 |
| Wyoming | 905,271 | 283,454 | 143,401 | 11,287 | 41,349 | 0 | 1,384,762 |
| **Total** | **4,117,632** | **753,745** | **1,080,781** | **16,291** | **557,548** | **49,462,535** | **55,988,532** |

*Note: The amounts shown above are outlays, some of which may be from prior year budget authority, and therefore, may be different than the amounts reported for fiscal year 2014 in the Summary of Requirements the at the beginning of this chapter.*

*a/ These are payments to States of 50 percent of mineral leasing rights-of-way rents. They are not reported in the Summary of Requirements table in this chapter because the Department of the Interior, Office of Natural Resource Revenues (ONRR), not BLM, includes these payments in accounting reports to Treasury. The Summary of Requirements amounts in the BLM Justifications tie to the amounts reported to Treasury by BLM. ONRR does not include the mineral leasing rights-of-way payments to States in the ONRR Budget Justifications.*

*b/ LU lands under the Bankhead-Jones Farm Tenant Act (7 U.S.C. 1021)*

*c/ Payments to Clark County and the State of Nevada.*

*d/ These are Secure Rural Schools and Community-Self-Determination Act payments to 18 counties in Western Oregon authorized by P.L. 106-393, as amended by P.L. 110-343, and P.L. 112-141.*

# Budget Schedules – Current Law

| Account Symbol and Title<br>14X9921<br>Miscellaneous Permanent Payment Accounts | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Payments to O&C Counties, Title I/III 5884 | 0001 | 36 | 0 | 0 |
| Payment to O&C and CBWR Counties, Title II 5485 | 0003 | 4 | 0 | 0 |
| From grazing fees, etc., public lands outside grazing districts 5016 | 0004 | 1 | 1 | 1 |
| From grazing fees, etc., public lands within grazing districts 5032 | 0005 | 1 | 1 | 1 |
| Proceeds from sales 5133 | 0009 | 1 | 1 | 1 |
| Payments to counties from national grasslands 5896 | 0010 | 1 | 1 | 1 |
| Payments to State and Counties from Nevada Land Sales | 0013 | 5 | 14 | 19 |
| Payments to O&C counties under 1937 statute | 0014 | 0 | 18 | 14 |
| Payments to CBWR counties under 1939 statute | 0015 | 0 | 3 | 2 |
| Total new obligations | 0900 | 49 | 39 | 39 |
| Budgetary resources: | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 3 | 3 | 2 |
| Recoveries of prior year unpaid obligations | 1021 | 1 | 0 | 0 |
| Unobligated balance (total) | 1050 | 4 | 3 | 2 |
| Budget authority: | | | | |
| Appropriations, mandatory: | | | | |
| Proceeds of sales-payments to states | 1201 | 1 | 1 | 1 |
| Payments from grazing fees outside grazing districts | 1201 | 1 | 1 | 1 |
| Payments from grazing fees within grazing districts | 1201 | 1 | 1 | 1 |
| Payments to Counties, National Grasslands, BLM | 1201 | 1 | 1 | 1 |
| Payments from Nevada Land Sales | 1201 | 5 | 15 | 19 |
| Payments to O&C Grants lands counties under 1937 statute | 1201 | 0 | 19 | 14 |
| Payments to CBWR counties under 1939 statute | 1201 | 0 | 3 | 2 |
| Appropriation (SRS O&C Payments from GF- Title I/III) | 1201 | 19 | 0 | 0 |
| Appropriation (SRS O&C Payments from receipts-Title I/III) | 1201 | 17 | 0 | 0 |
| Appropriation (SRS Payments from GF-Title II) | 1201 | 3 | 0 | 0 |
| Appropriations and/or unobligated balance of appropriations temporarily reduced | 1232 | 0 | -3 | 0 |
| Appropriations, mandatory (total) | 1260 | 48 | 38 | 39 |
| Appropriations, mandatory - Computed Totals | 1260-20 | 48 | 38 | 39 |
| Appropriation [Text] | 1260-40 | 49 | 38 | 39 |
| Baseline Civilian Pay | 1260-50 | | 0 | 0 |
| Baseline Non-Pay | 1260-50 | | 38 | 39 |

| Account Symbol and Title<br>14X9921<br>Miscellaneous Permanent Payment Accounts | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Effects of 2014 sequester | 1260-40 | -1 | 0 | 0 |
| Baseline Non-Pay | 1260-50 | | 0 | 0 |
| Total budgetary resources available | 1930 | 52 | 41 | 41 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 3 | 2 | 2 |
| | | | | |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 7 | 7 | 8 |
| Obligations incurred, unexpired accounts | 3010 | 49 | 39 | 39 |
| Outlays (gross) | 3020 | -48 | -38 | -41 |
| Recoveries of prior year unpaid obligations, unexpired | 3040 | -1 | 0 | 0 |
| | | | | |
| Unpaid obligations, end of year | 3050 | 7 | 8 | 6 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 7 | 7 | 8 |
| Obligated balance, end of year | 3200 | 7 | 8 | 6 |
| | | | | |
| Budget authority and outlays, net: | | | | |
| | | | | |
| Mandatory: | | | | |
| Budget authority, gross | 4090 | 48 | 38 | 39 |
| Outlays, gross: | | | | |
| Outlays from new mandatory authority | 4100 | 1 | 30 | 31 |
| Outlays from mandatory balances | 4101 | 47 | 8 | 10 |
| Outlays, gross (total) | 4110 | 48 | 38 | 41 |
| Budget authority, net (mandatory) | 4160 | 48 | 38 | 39 |
| Outlays, net (mandatory) | 4170 | 48 | 38 | 41 |
| Budget authority, net (total) | 4180 | 48 | 38 | 39 |
| Outlays, net (total) | 4190 | 48 | 38 | 41 |
| | | | | |
| Grants to State and local govts: | | | | |
| Budget Authority | 2001-01 | 48 | 38 | 39 |
| Outlays | 2001-02 | 48 | 38 | 41 |
| | | | | |
| Object Classification (O) ($ in Millions) | | | | |
| | | | | |
| Direct obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 1 | 0 | 0 |
| Other services from non-Federal sources | 25.2 | 1 | 0 | 0 |
| Grants, subsidies, and contributions | 41.0 | 47 | 39 | 39 |
| Total new obligations | 99.9 | 49 | 39 | 39 |
| | | | | |
| Employment Summary (Q) | | | | |
| Direct civilian full-time equivalent employment | 1001 | 7 | 0 | 0 |

| Account Symbol and Title<br>14X9921<br>Miscellaneous Permanent Payment Accounts | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Appropriations Requests in Thousands of Dollars (T) | | | | |
| Budget year budgetary resources [014-9921] | 1000 | | | 0 |

# Budget Schedules - Proposal

| Account Symbol and Title<br>14X9921<br>Miscellaneous Permanent Payment Accounts | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Payments to O&C counties under 1937 statute | 0014 | 0 | 0 | -14 |
| Payments to CBWR counties under 1939 statute | 0015 | 0 | 0 | -2 |
| Total new obligations (object class 41.0) | 0900 | 0 | 0 | -16 |
| Budgetary resources: | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 0 | 0 | -21 |
| Budget authority: | | | | |
| Appropriations, mandatory: | | | | |
| Payments to O&C Grants lands counties under 1937 statute | 1201 | 0 | -18 | -14 |
| Payments to CBWR counties under 1939 statute | 1201 | 0 | -3 | -2 |
| Appropriations, mandatory (total) | 1260 | 0 | -21 | -16 |
| Appropriations, mandatory - Computed Totals | 1260-20 | 0 | -21 | -16 |
| Appropriation [Text] | 1260-40 | 0 | -21 | -16 |
| Appropriation [FLTFA] | 1260-40 | 0 | 0 | 0 |
| Total budgetary resources available | 1930 | 0 | -21 | -37 |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 0 | -21 | -21 |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 0 | 0 | 21 |
| Obligations incurred, unexpired accounts | 3010 | 0 | 0 | -16 |
| Outlays (gross) | 3020 | 0 | 21 | 16 |
| Unpaid obligations, end of year | 3050 | 0 | 21 | 21 |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 0 | 0 | 21 |
| Obligated balance, end of year | 3200 | 0 | 21 | 21 |
| Budget authority and outlays, net: | | | | |
| Mandatory: | | | | |
| Budget authority, gross | 4090 | 0 | -21 | -16 |
| Outlays, gross: | | | | |
| Outlays from new mandatory authority | 4100 | 0 | -21 | -16 |
| Budget authority, net (mandatory) | 4160 | 0 | -21 | -16 |

| Account Symbol and Title<br>14X9921<br>Miscellaneous Permanent Payment Accounts | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Outlays, net (mandatory) | 4170 | 0 | -21 | -16 |
| Budget authority, net (total) | 4180 | 0 | -21 | -16 |
| Outlays, net (total) | 4190 | 0 | -21 | -16 |
| | | | | |
| Grants to State and local govts: | | | | |
| Budget Authority | 2001-01 | 0 | -21 | -16 |
| Outlays | 2001-02 | 0 | -21 | -16 |
| | | | | |
| Object Classification (O) ($ in Millions) | | | | |
| | | | | |
| Direct obligations: | | | | |
| Grants, subsidies, and contributions | 41.0 | 0 | 0 | -16 |

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# Permanent Operating Funds

# Permanent Operating Funds

## Appropriation Language Sheet

No Appropriation Language Sheet

## Explanation

The Permanent Operating Funds Appropriation contains funds available for use by the BLM for the purposes specified in permanent laws and do not require annual appropriation action. The activities authorized by the appropriations are funded through various receipts received from the sale, lease or use of the public lands and resources. Amounts shown for 2015 and 2016 are estimates based on anticipated collections.

## Authorizations

***Forest Ecosystem Health & Recovery Fund (P.L. 102-381)***

The initial purpose of this fund was to allow quick response to fire and reforestation of forests damaged by insects, disease, and fire. Expanded authorization in the 1998 Interior and Related Agencies Appropriations Act allows activities designed to reduce the risk of catastrophic damage to forests in addition to responding to damage events. Funds in this account are derived from the Federal share (defined as the portion of receipts not paid to the counties under 43 U.S.C. 1181f and 43 U.S.C. 1181-1 et seq., and P.L. 106-393) of receipts from all BLM timber salvage sales and all BLM forest health restoration treatments funded by this account. The authority to make deposits and to spend from this fund was provided in the 2010 Interior Appropriations Act (P.L. 111-88, 123 STAT. 2906) and was scheduled to expire at the end of fiscal year 2015. The 2015 Omnibus Appropriations Act (Section 117) extended this authority through 2020.

***Omnibus Consolidated Appropriations Act of 1996, section 327***

This Act established the Timber Sale Pipeline Restoration Fund, using revenues generated by timber sales released under Section 2001(k) of the 1995 Supplemental Appropriations for Disaster Assistance and Rescissions Act, which directs that 75 percent of the Pipeline Fund be used to fill each agency's timber sale "pipeline" and that 25 percent of the Pipeline Fund be used to address the maintenance backlog for recreation projects on BLM and U.S. Forest Service lands after statutory payments are made to State and local governments and the U.S. Treasury.

| | |
|---|---|
| ***1985 Interior and Related Agencies, Appropriations Act (P.L. 98-473), Section 320*** | Established a permanent account in each bureau for the operation and maintenance of quarters, starting with 1985 and each fiscal year thereafter. |
| ***75th Congress, 1st Session – Ch. 876 – August 28, 1937, 50 Stat. 874*** | An Act relating to the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands situated in the State of Oregon provides that 18 counties in western Oregon be paid 50 percent of the revenues from Oregon and California grant lands. |
| ***76th Congress, 1st Session – Ch. 142-144 – May 24, 1939, 53 Stat. 753*** | An Act relating to the disposition of funds derived from the Coos Bay Wagon Road grant lands provides that Coos and Douglas counties in western Oregon be paid for lost tax revenue. |
| ***The Omnibus Budget Reconciliation Act of 1993*** | Amended the *Land and Water Conservation Fund Act* and further expanded collection of recreation use fees to be deposited into a special account established for each agency in the U.S. Treasury to offset the cost of collecting fees. |
| ***The 1993 Interior and Related Agencies Appropriations Act*** | The Federal share of receipts from the disposal of salvage timber from lands under BLM jurisdiction is deposited in a special fund in the U.S. Treasury. |
| ***Section 502(c) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1762(c))*** | Provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are permanently appropriated to the BLM for road maintenance. |
| ***Act of October 30, 1998 (P.L. 105-321)*** | The legislation provides that the BLM will convey property to Deschutes County, Oregon, and the amount paid by the County pursuant to the Act, may be used by the Secretary of the Interior to purchase environmentally sensitive land east of Range 9 East of Willamette Meridian, Oregon. |
| ***Lincoln County Conservation, Recreation and Development Act (PL 108-424)*** | Addresses a wide range of public lands issues in Lincoln County, Nevada, designates as wilderness 768,294 acres of BLM-managed lands and releases from Wilderness Study Area (WSA) status 251,965 acres of public land. The Act also directs the BLM to dispose of up to 90,000 acres of public land and divides the proceeds 85 percent to a Federal fund and 15 percent to State and County entities, establishes utility corridors, transfers public lands for State and County parks, creates a 260-mile off-highway vehicle trail and resolves other public lands issues. |

***Lincoln County Land Sales (P.L. 106-298)***

The *Lincoln County Land Act of 2000*, among other things, authorizes the Secretary to dispose of certain lands in Lincoln County, Nevada, to distribute the proceeds as follows: Five percent to the State of Nevada, 10 percent the County, and 85 percent to an interest bearing account that is available for expenditure without further appropriation.

***White River Oil Shale Mine, Utah Property Sale Provisions, The 2001 Interior and Related Agencies Appropriations Act (P.L. 106-291)***

The Act authorized the sale of improvements and equipment at the White River Oil Shale Mine with the proceeds to be available for expenditure without further appropriation to reimburse (A) the Administrator for the direct costs of the sale; and (B) the Bureau of Land Management Utah State Office for the costs of closing and rehabilitating the mine.

***The Federal Land Transaction Facilitation Act (P.L. 106-248)***

The Federal Land Transaction Facilitation Act (FLTFA) provides that the BLM may conduct sales of lands that have been classified as suitable for disposal under current resource management plans. This law provides that receipts from such sales may be used to acquire non-Federal lands with significant resource values that fall within the boundaries of areas now managed by the Department. FLTFA expired on July 25, 2010. It was reauthorized through July 25, 2011 by the 2010 Supplemental Appropriations Act (P.L. 111-212). The 2016 Budget includes a proposal to reauthorize FLTFA and allow lands identified as suitable for disposal in recent land use plans to be sold using the FLTFA authority. FLTFA sales revenues would continue to be used to fund the acquisition of environmentally sensitive lands and the administrative costs associated with conducting sales.

***Southern Nevada Public Land Management Act (P.L. 105-263).***

Provides for the orderly disposal of certain Federal lands in Clark County, Nevada, and to provide for the acquisition of environmentally sensitive lands in the State of Nevada. Receipts are generated primarily through the sale of public lands in the Las Vegas Valley.

| | |
|---|---|
| ***Federal Lands Recreation Enhancement Act (Title VIII of P.L. 108-447)*** | Enacted as Title VIII of the Consolidated Appropriations Act, 2005, this Act provides authority for 10 years for the BLM to manage public lands for recreational purposes and to collect and spend recreation use fees. The purposes for which the collections may be spent are generally for maintenance and repair of recreation facilities, visitor services, and habitat restoration related to recreation, law enforcement related to public use and recreation, and direct operating and capital costs of the recreation fee program. The 2016 budget proposes legislation to permanently authorize the Federal Lands Recreation Enhancement Act, which will expire in December 2016. In addition, the Department will propose a general provision in the 2016 budget request to amend appropriations language to extend the authority through FY 2017. |
| ***Energy Policy Act of 2005 (P.L. 109-58, Sections 224 and 234, Section 365, Section 332, and Section 349)*** | Established three multi-year appropriations to use a portion of onshore mineral leasing receipts to improve oil and gas permit processing, facilitate the implementation of the Geothermal Steam Act, and clean up environmental contamination on the Naval Petroleum Reserve Numbered 2 in California. It also authorized the Secretary of the Interior to establish standards under which leaseholders may reduce payments owed by the reasonable actual costs of remediating, reclaiming, and closing orphaned wells. |
| ***Public Law 109-432, White Pine County Land Sales*** | Authorizes the disposal through sale of 45,000 acres in White Pine County, Nevada, the proceeds of which are distributed as follows: (a) Five percent for use in the general education program of the State of Nevada; (b) 10 percent shall be paid to the County for use for fire protection, law enforcement, education, public safety, housing, social services, transportation, and planning; and (c) the remaining 85 percent to be used to the reimburse the Bureau of Land Management and the Department of the Interior for certain costs, to manage unique archaeological resources, for wilderness and endangered species protection, for improving recreational opportunities in the County, and for other specified purposes. |
| ***Public Law 111-11, Omnibus Public Land Management Act of 2009*** | Among numerous other things, authorizes the disposal of certain lands in the Boise District of the Bureau of Land Management, in Washington County, Utah, and in Carson City, Nevada. It authorizes the BLM to retain and spend most of the proceeds of sales of those lands to acquire lands in wilderness and other areas and for other purposes, and to pay a portion to the States in which the sold land was located. |

| | |
|---|---|
| ***Sec. 347 of Public Law 105-277, as amended by Public Law 108-7 and Public Law 113-79*** | Permanently authorizes the BLM, via agreement or contract as appropriate, to enter into stewardship contracting projects with private persons or other public or private entities to perform services to achieve land management goals for the national forests and the public lands that meet local and rural community needs. |
| ***Public Law 109-94, Ojito Wilderness Act*** | Authorizes the sale of land to the Pueblo of Zia Tribe, and appropriates the proceeds of that sale to the BLM to purchase lands within the State of New Mexico. |
| ***Public Law 113-291, National Defense Authorization Act*** | Provides for permanent extension of BLM's access to the Permit Processing Improvement Fund and adds fees for applications for permit to drill as a source of deposits to the Fund. |

# Summary of Requirements

*(Dollars in Thousands)*

| Comparison by Activity/ Subactivity | 2014 Actual | | 2015 Enacted | | 2016 Program Changes (+/-) | | 2016 Budget Request b/ | | Change From 2015 (+/-) | |
|---|---|---|---|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| **Permanent Operating Funds Total** | **422** | **96,671** | **421** | **129,832** | **+275** | **+81,946** | **696** | **211,778** | **+275** | **+81,946** |
| Operations & Maintenance of Quarters | 1 | 692 | 1 | 669 | 0 | -49 | 1 | 620 | 0 | -49 |
| Recreation Enhancement Act, BLM | 121 | 17,673 | 121 | 19,653 | 0 | -470 | 121 | 19,183 | 0 | -470 |
| Forest Ecosystem Health & Recovery | 48 | 4,524 | 48 | 3,601 | 0 | +2,795 | 48 | 6,396 | 0 | +2,795 |
| Timber Sale Pipeline Restoration | 23 | 2,991 | 23 | 2,218 | 0 | -38 | 23 | 2,180 | 0 | -38 |
| Expenses, Road Maintenance Deposits | 10 | 3,103 | 10 | 2,759 | 0 | -229 | 10 | 2,530 | 0 | -229 |
| Southern Nevada Public Land Sales | 54 | 51,260 | 54 | 80,249 | 0 | +32,391 | 54 | 112,640 | 0 | +32,391 |
| Southern Nevada Earnings on Investments | 0 | 338 | 0 | 1,000 | 0 | +3,000 | 0 | 4,000 | 0 | +3,000 |
| Lincoln County Land Sales | 7 | 1,016 | 7 | 2,332 | 0 | -1,665 | 7 | 667 | 0 | -1,665 |
| Interest, Lincoln County Land Sales | 0 | 31 | 0 | 100 | 0 | +1,800 | 0 | 1,900 | 0 | +1,800 |
| White Pine County Special Account | 0 | 0 | 0 | 240 | 0 | -17 | 0 | 223 | 0 | -36 |
| Stewardship contract excess receipts | 0 | 162 | 0 | 32 | 0 | -11 | 0 | 21 | 0 | -11 |
| Federal Land Disposal Account | 0 | 0 | 0 | 0 | 0 | +4,800 | 0 | 4,800 | 0 | +4,800 |
| Owyhee Land Acquisition Account | 0 | 0 | 0 | 712 | 0 | -656 | 0 | 56 | 0 | -656 |
| Washington County, Utah Land Acquisition Account | 0 | 0 | 0 | 732 | 0 | -674 | 0 | 58 | 0 | -674 |
| Silver Saddle Endowment | 0 | 0 | 0 | 49 | 0 | -45 | 0 | 4 | 0 | -45 |
| Carson City Special Account | 0 | 75 | 0 | 6 | 0 | -6 | 0 | 0 | 0 | -6 |
| Ojito Land Acquisition | 0 | 735 | 0 | 57 | 0 | -57 | 0 | 0 | 0 | -57 |
| NPR-2 Lease Revenue Account | 2 | 5 | 2 | 5 | 0 | 0 | 2 | 5 | 0 | 0 |
| Geothermal Lease and Use Authorization Fund a/ | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Oil and Gas Permit Processing Improvement Fund | 155 | 14,066 | 155 | 15,418 | +275 | +41,077 | 430 | 56,495 | +275 | +41,077 |

a/ Authority for deposits to this fund has expired. Unobligated balances are being expended.
b/ The 2016 amount is updated from the amount included in the Appendix, Budget of the United States Government, Fiscal Year 2016. The 2016 amount reflects previously unavailable amounts as provided in the Balanced Budget and Emergency Deficit Control Act, as amended.

# Appropriation: Permanent Operating Funds

## Program Overview

The following activities account for certain receipts received from the sale, lease, or use of public lands or resources. They are available for use by Bureau of Land Management (BLM) for the purposes specified in permanent laws and do not require annual appropriation action by Congress. Amounts shown for 2015 and 2016 are estimates based on anticipated collections. Projected collection amounts consider such factors as market and economic indicators, expected public or industry demand levels for services or sales products, fee or collection schedules or structures, and certain legislative proposals expected to be enacted into law.

***Operations & Maintenance of Quarters*** –This account is used to maintain and repair all BLM employee-occupied quarters from which quarters rental charges are collected. Agencies are required to collect quarter rentals from employees who occupy Government-owned housing and quarters. This housing is provided only in isolated areas or when an employee is required to live on-site at a Federally-owned facility or reservation. The BLM currently maintains and operates 248 housing or housing units in 11 States.

***Recreation Fee Program, BLM*** – The Federal Lands Recreation Enhancement Act (FLREA) of 2004, Title VIII of the Consolidated Appropriations Act, 2005, Public Law 108-447, provided a comprehensive restatement of Federal authority, including that of the BLM, to collect and spend recreation use fees. This statute replaced prior authorities enacted in the Land and Water Conservation Act, the Omnibus Budget Reconciliation Act of 1993, and the Recreational Fee Demonstration Program authority enacted in annual appropriation acts since 1996. During fiscal 2005, the BLM switched to the authorities and arrangements enacted in the FLREA.

Recreation projects operating under the former Recreational Fee Demonstration program have varying fee structures depending upon the day of week, season of use, free use days, and standardized entrance fees. Service fees, automated fee collection machines, third-party collection contracts, volunteer fee collectors, entrance booths, donations, self-serve pay stations, reservation systems, fee collection through the mail for permitted areas, special recreation permits for competitive and organized groups, and online Internet reservation payment with credit cards are examples of new collection methods the BLM has used as a result of the Recreational Fee Demonstration program. The fee structure at each site is periodically evaluated to ensure that the fees are comparable to similar sites in the surrounding area. These fees, combined with appropriated funds, are used to maintain buildings, shelters, water supply systems, fences, parking areas, and landscaping; to pump vault toilets and dump stations; to replace or repair broken or non-functioning facilities; to modify facilities to accessibility standards; and to collect trash at recreation sites.

The Administration proposes to permanently reauthorize the Department of the Interior's and the Department of Agriculture's recreation fee programs under the Federal Lands Recreation Enhancement Act, which is set to expire on December 8, 2015.

The following table provides the actual collections for 2014 and the estimated revenues projected for 2015 and 2016 from BLM recreational fee sites. In addition, the table provides

information on the number of projects approved, the type of work conducted and the amount of revenues spent for all three fiscal years.

## Recreation Fee Projects

(In thousands of dollars)

| Bureau of Land Management | 2014 Actual | 2015 Estimated | 2016 Budget |
|---|---|---|---|
| Unobligated Balance Brought Forward & Recoveries | 14,116 | 14,852 | 15,320 |
| Recreation Fee Revenues [Post-sequestration] | 17,673 | 19,653 | 19,183 |
| America the Beautiful pass | [800] | [800] | [800] |
| Funds Obligated | -16,937 | -19,185 | -21,630 |
| **Unobligated Balance** | **14,852** | **15,320** | **12,873** |
| | | | |
| **Total Expenditures (outlays)** | **16,977** | **17,764** | **19,418** |
| | | | |
| *Obligations by Type of Project* | | | |
| Asset Repair & Maintenance | | | |
| *Facilities Routine/Annual Maintenance* | *4,742* | *5,000* | *5,500* |
| *Facilities Capital Improvements Health & Safety* | *169* | *185* | *200* |
| *Facilities Deferred Maintenance* | *679* | *1,000* | *1,500* |
| **Subtotal, Asset Repair and Maintenance** | **5,590** | **6,185** | **7,200** |
| *Interp. Visitor Services, issue SRP & RUP* | *5,421* | *6,000* | *6,130* |
| *Law Enforcement, Recreation* | *2,372* | *2,800* | *3,000* |
| *Habitat Restoration, Resource Protection* | *848* | *800* | *850* |
| *Collection Costs* | *508* | *400* | *450* |
| *Fee Mgmt. Agreement & Reservation Services* | *847* | *1,000* | *1,500* |
| *Pass Administration and Overhead* | | | |
| *Administration, Overhead, Indirect Costs < = 15%* | *1,351* | *2,000* | *2,500* |
| **Total Obligations** | **16,937** | **19,185** | **21,630** |
| | | | |
| **Total Expenditures (outlays)** | **16,977** | **17,764** | **19,418** |

**Use of Fees**

The BLM Annual Maintenance program maintains assets on recreation sites. In fiscal year 2014, the BLM maintained 92 percent of buildings and 89 percent of non-building assets in fair condition. In FY 2014, $5.3 million of recreation fee revenue was used for annual maintenance and operations at recreation sites.

Projects that have been completed or started are quite varied in nature, and include the following accomplishments:

*Repair and Maintenance* - Recreation fee revenues have been used for maintaining existing facilities; repairing roofs; paving and grading roads and bridges; trail maintenance; repairing equipment and vehicles; adding communication systems; repairing gates, fences and flood damage; and repairing, replacing, installing, and expanding water systems.

*Improving Visitor Services* - Recreation fee revenues have been used for retrofitting restrooms and providing access to picnic areas for persons with disabilities; repairing existing restrooms or constructing new ones; landscaping recreation sites; expanding campgrounds; adding new grills and tables; constructing trails and additional tent pads; creating and adding directional signs; repairing, replacing, and constructing boat ramps; replacing and constructing boat and fishing docks; developing maps; brochures; exhibits and other outreach materials; and designing and creating interpretive displays.

*Providing for Fee Collection* - Recreation fee revenues have been used for constructing fee collection facilities, purchasing and installing lighting for exhibits and kiosks, adding seasonal positions, and expanding partnerships.

***Forest Ecosystem Health and Recovery Fund*** **(FEHRF)** - Funds in this account are derived from the Federal share of receipts (defined as the portion of receipts not paid to the counties under 43 U.S.C. 1181f and 43 U.S.C. 1181-1 et seq., and P.L. 106-393, as amended) from all BLM timber salvage sales, and from BLM forest health restoration treatments funded from this account. Funds from this account are available for planning, preparing, implementing, monitoring, and reforestation of salvage timber sales and forest health restoration treatments, including those designed to release trees from competing vegetation, control tree densities, and treat hazardous fuels. Most of these treatments are implemented through service contracts or commercial timber sales. BLM projects may occur on Oregon and California Grant Lands, Coos Bay Wagon Road Grant Lands in Oregon, and on the public domain lands throughout the BLM.

The initial purpose of this fund was to allow quick response to fire and for reforestation of forests damaged by insects, disease, and fire. Expanded authorization in the 1998 Interior and Related Agencies Appropriations Act allows activities designed to promote forest health, including reducing the risk of catastrophic damage to forests in addition to responding to damage events. The Federal share of receipts in 2014 was $4.5 million. The expected receipts for 2015 and 2016 are estimated to be $3.6 million and $6.4 million respectively.

The volume of salvage timber harvested and associated revenues in any given year may vary depending upon the severity of wildland fires, weather events such as drought and windstorms, and insect and disease mortality. The volume and value of harvest is also influenced by the demand for wood products.

In 2014, the BLM harvested approximately 60 million board feet of timber worth $6.1 million dollars from 7,000 acres and inventoried 9,237 acres, from salvage and forest restoration activities with FEHRF funds. In addition, in 2014 the BLM offered approximately 83.3 million board feet of FEHRF new timber sales from 5,665 acres worth $16.3 million dollars.

In 2015, the BLM intends to treat 10,124 acres, inventory 5,130 acres, and offer 63.2 million board feet of timber from salvage and forest restoration activities with these funds. In 2016, the BLM plans to treat 10,000 acres, inventory 5,000 acres and offer 60 million board feet of timber from salvage and forest restoration activities with these funds. Under current law, the fund expires at the end of 2020.

***Timber Sale Pipeline Restoration Fund*** **–** The Pipeline Fund was established under Section 327 of the Omnibus Consolidated Rescissions and Appropriations Act of 1996. The Act established separate funds for the U.S. Forest Service (USFS) and the BLM using revenues generated by timber sales released under Section 2001(k) of the 1995 Supplemental Appropriations for Disaster Assistance and Rescissions Act. This Act directs that 75 percent of the Pipeline Fund be used to fill each agency's timber sale "pipeline"; and, that 25 percent of the Pipeline Fund be used to address the maintenance backlog for recreation projects on BLM and USFS lands. Funds are deposited into the fund after statutory payments are made to State and local governments.

Receipts deposited in 2014 were $3.0 million. In 2015, receipts are estimated to be $2.2 million and in 2016 $2.2 million. In 2015 and 2016, 100 percent of timber sale pipeline receipts from O&C Grant Lands will be deposited to the Timber Sales Pipeline Restoration Fund due to the proposed reauthorization of Secure Rural Schools payments. That law exempts deposits to permanent operating funds such as to the Timber Sales Pipeline Restoration Fund from being available for use to make Secure Rural Schools payments to western Oregon counties.

**Deposits and Expenditures, Timber Sale Pipeline Restoration Fund ($000)**

| Year | Annual Deposit | Cumulative Deposit | Annual Expenditure | Cumulative Expenditure |
|---|---|---|---|---|
| **1998** | 31,803 | 31,803 | 4,474 | 4,474 |
| **1999** | 3,122 | 38,192 | 10,239 | 14,713 |
| **2000** | 0 | 38,192 | 8,454 | 23,167 |
| **2001** | 6,590 | 41,868 | 7,489 | 30,656 |
| **2002** | 563 | 42,431 | 5,615 | 36,271 |
| **2003** | 2,879 | 45,502 | 5,339 | 41,610 |
| **2004** | 6,993 | 53,421 | 2,904 | 44,514 |
| **2005** | 8,843 | 62,301 | 2,887 | 47,401 |
| **2006** | 12,339 | 74,756 | 5,059 | 52,460 |
| **2007** | 10,922 | 85,718 | 8,381 | 60,841 |
| **2008** | 10,396 | 96,093 | 10,340 | 71,181 |
| **2009** | 5,162 | 101,274 | 16,768 | 87,949 |
| **2010** | 4,078 | 105,352 | 10,587 | 98,536 |
| **2011** | 4,048 | 109,400 | 4,718 | 103,254 |
| **2012** | 4,023 | 113,423 | 4,514 | 107,768 |
| **2013** | 2,889 | 116,313 | 2,106 | 109,874 |
| **2014** | 2,991 | 119,304 | 3,172 | 113,046 |
| **2015 Est.** | 2,218 | 121,522 | 5,000 | 118,046 |
| **2016 Est.** | 2,180 | 123,702 | 4,000 | 122,046 |

At the end of 2014, the unobligated balance in the Fund was $8.6 million. The BLM estimates the Fund balance will be $4 million at the end of fiscal year 2016.

Recreation Projects Funded Through the Pipeline Fund – Significant progress has been made in western Oregon to address recreation projects using funds from the Timber Sale Pipeline Restoration Fund. Through the end of 2014, western Oregon BLM has completed approximately $26.0 million dollars in deferred maintenance work at approximately 45 to 50 recreation sites. The principal focus of recreation spending is maintaining existing facilities, resolving critical safety needs, and meeting the requirements of the Americans with Disabilities Act. The BLM has made considerable investment in projects such as renovation of water and sewer systems, upgrading restroom facilities, improving parking areas, and adapting existing recreation sites for handicapped visitors. In 2016, the BLM level of expenditures for recreation projects is estimated to be between $800,000 and $900,000.

Timber Sales Prepared by Use of the Pipeline Fund – Approximately 75 percent of the Timber Sale Pipeline Fund is specifically used by a multiple resource team of specialists to prepare timber sales, including all necessary NEPA, environmental inventories and analyses; timber sale layout; timber cruising and appraising; and contract preparation costs. Upon completion of these requirements, a timber sale is officially prepared and placed "on-the-shelf" in anticipation of being offered for sale in future years.

Since 2001, the BLM has harvested approximately 594 million board feet of timber valued at approximately $83.0 million dollars from the Pipeline Fund timber sales. In 2014, the BLM expended $3.2 million from the Timber Sale Pipeline Fund and offered approximately 23 million board feet of timber for sale valued at approximately $6.2 million. The BLM expects to deposit $2.2 million in 2015 and $2.2 million in 2016 from associated timber sales into the Pipeline Fund.

***Expenses, Road Maintenance Deposits*** – This activity provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. The receipts are permanently appropriated to the BLM for road maintenance. Users of certain roads under BLM jurisdiction make deposits for maintenance purposes. Moneys collected are available for needed road maintenance. Moneys collected on Oregon and California Grant Lands are available only for those lands (43 U.S.C. 1762(c), 43 U.S.C. 1735(b)). The BLM has authority to collect money for road maintenance from commercial users of the public lands and the public domain lands transportation system. Most of the funds generated for this account come from Oregon and California Grant Lands and are available for those lands only, excluding $229,000 that is made available for administrative expenses.

***Southern Nevada Public Land Sales*** – This receipt account allows the BLM to record transactions authorized by the Southern Nevada Public Land Management Act (SNPLMA) (P.L. 105-263). The purpose of the Act is to provide for the orderly disposal of certain Federal lands in Clark County, Nevada, to meet the demands for community expansion and economic development, and to use the proceeds from these sales to address critical environmental and educational needs in Clark County and other areas of Nevada. Receipts are generated primarily through sale to the public of lands in the Las Vegas valley. Approximately 50,000 acres of public land are within the disposal boundary area.

Currently, funds collected from the land sales are distributed as follows:

- Five percent to the State General Education Fund.
- 10 percent to the Southern Nevada Water Authority to fund the infrastructure needed to support the development resulting from land sales under the Act.
- 85 percent is deposited into a special account and available to be spent by the Secretary of the Interior.

To date, SNPLMA has generated more than $2.9 billion in deposits to the special fund, including earnings on investments, from land sales since its enactment in 1998. When SNPLMA was originally passed, proceeds from land sales under the bill were estimated at roughly $70 million per year. Collections in 2013 and 2014 were $12,963,000 and $61,430,000 respectively. Sales in 2015 are projected to produce $97,058,000. The increase is due to an increase in estimates of acres sold offsetting a lower price per acre. Estimated collections for 2016 are expected to be $125,347,000 mainly coming from final payments received from 2015 sales and a planned fall auction of 600 acres. Collections are reported when payments are received regardless of when sales are held and the estimates make allowance for the normal lag of 180 days between sales and collections. For more information on SNPLMA, see the 2008 report to Congress, at http://www.blm.gov/nv/st/en/snplma.html. See the Collections chapter for more information on anticipated land sales in 2015 and 2016.

***Lincoln County Sales*** – This receipt account allows the BLM to record transactions authorized by the *Lincoln County Land Sales Act (P.L. 106-298),* which was enacted by Congress in 2000. The purpose of the Act is to provide for the disposal of certain Federal lands in Lincoln County, Nevada. Funds accumulated in the special account may be used to:

- Preserve archaeological resources, conserve habitat, and reimburse the BLM Nevada State Office for land sale costs related to this act;
- Process public land use authorizations and rights-of-way stemming from conveyed land; and
- Purchase environmentally sensitive land or interests in land in the State of Nevada, with priority given to land outside Clark County.

In 2014, $1,016,000 was deposited from land sales. In 2015 and 2016, deposits from land sales are estimated to be $2,332,000 and $667,000. Those estimates exclude interest deposited to the fund and payments to the State and County.

***Southern Nevada Public Land Management and Lincoln County – Earnings on Investments –*** SNPLMA authorizes the Secretary to manage the collections account for the purposes set out above, and is also authorized to use interest generated from the above-mentioned funds. The BLM is authorized to invest the unspent balance of collections from SNPLMA and Lincoln County Lands Act land sale receipts. Earnings on investments for 2013 and 2014 were $997,000 and $369,000 respectively. Interest estimated to be earned in 2015 and 2016 is $1,100,000 and $5,900,000 respectively. Projected investment earnings take into account revenue from land sales, earnings on investments, and projected interest rates and outlays. Funds in the special account earn interest at a rate determined by the Secretary of the Treasury and are available for expenditure without further appropriation under the provisions of the Act.

***Stewardship "End Results" Contracting Fund*** –The 2003 Omnibus Appropriations Act (P.L. 108-7), Section 323, amended Section 347 of the 1999 Appropriation Omnibus (P.L. 105-277, Oct. 21, 1998) that originally granted the USFS pilot stewardship contracting authority. Until September 30, 2013, the USFS and the BLM, via agreement or contract as appropriate, may

enter into stewardship contracting projects with private persons or other public or private entities to perform services to achieve land management goals for the national forest and the public lands that meet local and rural community needs.

The Act granted the BLM the ability to utilize stewardship contracting as a tool for forest and rangeland restoration. The BLM may apply the value of timber or other forest products removed as an offset against the cost of services received, and monies from a contract under subsection (a) may be retained by the USFS and the BLM and shall be available for expenditure without further appropriation at the project site from which the monies are collected or at another project site. In 2014, the BLM deposited $162,000 into the fund and expects to deposit $32,000 and $21,000 in 2015 and 2016 respectively.

The Agriculture Act of 2014 (P.L. 113-79) provides permanent stewardship contracting authority.

***Federal Land Disposal Account*** – The Federal Land Transaction Facilitation Act (FLTFA), provides authority for the use of receipts from disposal actions by the BLM to purchase inholdings and lands adjacent to federally designated areas containing exceptional resources, as defined in FLTFA, from willing sellers with acceptable titles, at fair market value, to "promote consolidation of the ownership of public and private lands in a manner that would allow for better overall resource management administrative efficiency, or resource allocation.

The Act expired on July 25, 2010. On July 29, 2010, Congress passed PL 111-212, which included a one-year extension of FLTFA. Because of the break in FLTFA authority, the funds in the account on July 25, 2010 were deposited into the Land and Water Conservation Fund. This included $37.0 million designated for land purchase and $13.0 million designated to administer the BLM's land sale program, for a total of approximately $50.0 million. When the one year extension expired, the unobligated balance of $2.2 million was transferred to the Land and Water Conservation Fund.

The Budget includes a proposal to reauthorize FLTFA and allow lands identified as suitable for disposal in recent land use plans to be sold using the FLTFA authority. FLTFA sales revenues would continue to be used to fund the acquisition of environmentally sensitive lands and the administrative costs associated with conducting sales.

***Owyhee Land Acquisition Account*** – The Owyhee Land Acquisition Account was established under Section 1505 of the Omnibus Public Land Management Act of 2009. This account provides a process for orderly sale of certain public lands in Boise District of the BLM that, as of July 25, 2000, had been identified for disposal in an appropriate resource management plan. Estimated deposits in 2015 and 2016 are $712,000 and $56,000; none is reported for 2014.

***Washington County, Utah Land Acquisition Account –*** This account was established under Section 1778 of the Omnibus Public Land Management Act of 2009. This account provides a process for the orderly sale of certain public lands in Washington County, Utah, that, as of July 25, 2000, had been identified for disposal in appropriate resource management plans. Proceeds from the sale of public land are deposited into the "Washington County, Utah Land Acquisitions Account". Amounts in the account are available to the Secretary to purchase, from willing sellers, inholdings of lands or interest in land within the wilderness areas and National Conservation Area established by the Omnibus Public Land Management Act. Estimated deposits in 2015 and 2016 are $732,000 and $58,000; none is reported for 2014.

▪

- ***Silver Saddle Endowment Account –*** This account was established by *the* Omnibus Public Land Management Act of 2009, and authorizes, under certain conditions, the sale of a 62-acre parcel to Carson City, Nevada. Proceeds of the sale are to be used by the BLM for the oversight and enforcement of a perpetual conservation easement to the land to protect, preserve, and enhance the conservation values of the land. No deposits were made in 2014; $49,000 is estimated in 2015 and $4,000 is estimated in 2016.
- 
- ***Carson City Special Account –*** This account was established by the Omnibus Public Land Management Act of 2009, and authorizes the sale of approximately 158 acres described in the law. Five percent of the proceeds will be paid directly to the State for use in the general education program of the State. The remainder is deposited in this account to reimburse the BLM and the Forest Service for the costs of the sale and appraisals, and to acquire environmentally sensitive land or an interest in environmentally sensitive land in the city. In 2011, 2012 and 2013 there were no receipts. In 2014, the BLM deposited $75,000 into the fund; $6,000 is estimated in 2015; none is estimated for 2016.

***NPR-2 Lease Revenue Account*** – Section 331 of the Energy Policy Act of 2005, P.L.109–58 transferred Naval Petroleum Reserve Numbered 2 from the Department of Energy to the Department of the Interior and appropriates a portion of revenues from mineral leases on the site to remove environmental contamination. The appropriations end when the cleanup is completed. In 2014, the BLM deposited $5,000 into the fund. Estimated deposits in 2015 and 2016 are $5,000 and $5,000.

***Geothermal Steam Act Implementation Fund*** – Section 224 of the Energy Policy Act of 2005, P.L.109–58, amended the Geothermal Steam Act of 1970. The amendment provides that fifty percent of geothermal bonuses, rents, and royalties will be paid to the State and twenty-five percent will be paid to the County within the boundaries of which the leased lands or geothermal resources are or were located. Section 234 provided that twenty-five percent be deposited to the BLM Geothermal Steam Act Implementation Fund from 2006 through 2010 for the purpose of expediting the development of geothermal steam as an energy source. That authority was repealed by Congress a year early.[9] A deposit of $2.7 million was made in 2010 from revenues collected in 2009 before the authority expired. No additional deposits will be made under current law. More information about this fund can be found in the Oil and Gas and Renewable Energy Management sections of the Management of Lands and Resources chapter.

***Permit Processing Improvement Fund*** –Section 365 of the Energy Policy Act of 2005, P.L.109–58, permanently directed that fifty percent of rents from onshore mineral leases for oil and gas, coal, and oil shale on Federal lands were to be deposited into the Permit Processing Improvement Fund (PPIF), and authorized BLM access to the PPIF from 2006 through 2015 for the purpose of identifying and implementing improvements and cost efficiencies in processing applications for permits to drill (APDs) and related work.

Section 3021 of the National Defense Authorization Act (NDAA), P.L. 113-291 permanently extends BLM's access to the rent receipts in the PPIF. Section 3021 of the NDAA also added fees for APDs as a source of receipts to the PPIF. Specifically, Section 3021 authorizes the Secretary in fiscal years 2016 through 2026 to charge and collect a $9,500 APD processing fee, as indexed for inflation. The NDAA-authorized APD fee obviates the need for the $6,500 APD processing fee that has been authorized in annual appropriations acts the last several years.

[9] Section 423, P.L. 111-88, (123 STAT. 2961). Department of the Interior, environment, and related agencies appropriations for the fiscal year ending September 30, 2010

The NDAA created two sub-accounts within the PPIF to accommodate these two sources of receipts:

- The Rental Account is comprised of rents from oil, gas, and coal leases not paid to States.
- The Fee Account is comprised of fees paid with applications for permits to drill.

The law requires that the rental account is used for coordination and processing of leasing activity by BLM project offices.

The law requires that the fee account is used for the same purposes but is not limited to the activities of project offices.

Estimated APD fees are $47,500,000 in 2016. Pursuant to the NDAA, from 2016 through 2019, 15 percent of APD collections is subject to appropriation while 85 percent is permanently appropriated. For more information on the use of this Fund, please see the Oil and Gas Management section in the Management of Lands and Resources Chapter.

***Ojito Land Acquisition –*** The Ojito Wilderness Act authorized the sale of land to the Pueblo of Zia Indian Tribe and the purchase of land from willing sellers within the State of New Mexico. The sale to the Tribe has been completed; the BLM is planning a land purchase using the proceeds of that sale. Deposits in 2014 were $735,000; none are estimated for 2015 and 2016.

# Budget Schedules – Current Law

| Account Symbol and Title<br>14X9926<br>Permanent Operating Funds | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Forest ecosystem health and recovery fund | 0001 | 5 | 6 | 6 |
| Recreation fee demonstration | 0002 | 17 | 18 | 19 |
| Expenses, road maintenance deposits | 0003 | 3 | 3 | 2 |
| Timber sale pipeline restoration fund | 0004 | 3 | 3 | 2 |
| Southern Nevada public land sales (85) | 0005 | 63 | 60 | 75 |
| Lincoln County Lands Act | 0008 | 2 | 2 | 3 |
| Operation and maintenance of quarters | 0013 | 1 | 1 | 1 |
| Permit Processing Improvement Fund | 0014 | 15 | 18 | 49 |
| Geothermal Steam Act Fund | 0015 | 1 | 0 | 0 |
| NPR-2 Cleanup Fund | 0018 | 0 | 1 | 1 |
| Total new obligations | 0900 | 110 | 112 | 158 |
| Budgetary resources: | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 561 | 578 | 592 |
| Recoveries of prior year unpaid obligations | 1021 | 30 | 0 | 0 |
| Unobligated balance (total) | 1050 | 591 | 578 | 592 |
| Budget authority: | | | | |
| Appropriations, mandatory: | | | | |
| Recreation fee demonstration program | 1201 | 19 | 19 | 19 |
| Forest ecosystem health and recovery fund | 1201 | 5 | 4 | 4 |
| Timber sales pipeline restoration fund | 1201 | 3 | 2 | 1 |
| Expenses, road maintenance deposits | 1201 | 3 | 3 | 3 |
| S. Nevada public land management | 1201 | 54 | 82 | 107 |
| S. Nevada public land management-interest earned | 1201 | 0 | 1 | 4 |
| Permit processing improvement fund | 1201 | 14 | 16 | 55 |
| Operation and maintenance of quarters | 1201 | 1 | 1 | 1 |
| Owyhee Land Acquisition | 1201 | 0 | 1 | 0 |
| Lincoln Cty. land sales | 1201 | 1 | 3 | 2 |
| Appropriation (Ojito Land Acquistion) | 1201 | 1 | 0 | 0 |
| Appropriation (previously unavailable) | 1203 | 3 | 4 | 0 |
| Appropriations and/or unobligated balance of appropriations temporarily reduced | 1232 | -7 | -10 | 0 |
| Appropriations, mandatory (total) | 1260 | 97 | 126 | 196 |
| Appropriations, mandatory - Computed Totals | 1260-20 | 97 | 126 | 196 |
| Appropriation [SNPLMA] | 1260-40 | 54 | 77 | 111 |
| Baseline Civilian Pay | 1260-50 | | 4 | 4 |
| Baseline Non-Pay | 1260-50 | | 73 | 107 |
| Appropriation [Recreation Fees] | 1260-40 | 19 | 18 | 19 |

| Account Symbol and Title<br>14X9926<br>Permanent Operating Funds | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Baseline Civilian Pay | 1260-50 | | 8 | 8 |
| Baseline Non-Pay | 1260-50 | | 10 | 11 |
| Appropriation [Other Perm Operating] | 1260-40 | 28 | 31 | 66 |
| Baseline Civilian Pay | 1260-50 | | 14 | 15 |
| Baseline Non-Pay | 1260-50 | | 17 | 51 |
| Appropriation [Sequestration] | 1260-40 | 3 | 0 | 0 |
| Baseline Civilian Pay | 1260-50 | | 0 | 0 |
| Effects of 2014 sequester | 1260-40 | -7 | 0 | 0 |
| Baseline Non-Pay | 1260-50 | | 0 | 0 |
| Appropriation [Text] | 1260-40 | 0 | 0 | 0 |
| Baseline Civilian Pay | 1260-50 | | 0 | 0 |
| Total budgetary resources available | 1930 | 688 | 704 | 788 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 578 | 592 | 630 |
| | | | | |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 332 | 201 | 115 |
| Obligations incurred, unexpired accounts | 3010 | 110 | 112 | 158 |
| Outlays (gross) | 3020 | -211 | -198 | -236 |
| Recoveries of prior year unpaid obligations, unexpired | 3040 | -30 | 0 | 0 |
| | | | | |
| Unpaid obligations, end of year | 3050 | 201 | 115 | 37 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 332 | 201 | 115 |
| Obligated balance, end of year | 3200 | 201 | 115 | 37 |
| | | | | |
| Budget authority and outlays, net: | | | | |
| | | | | |
| Mandatory: | | | | |
| Budget authority, gross | 4090 | 97 | 126 | 196 |
| Outlays, gross: | | | | |
| Outlays from new mandatory authority | 4100 | 18 | 59 | 96 |
| Outlays from mandatory balances | 4101 | 193 | 139 | 140 |
| Outlays, gross (total) | 4110 | 211 | 198 | 236 |
| Budget authority, net (mandatory) | 4160 | 97 | 126 | 196 |
| Outlays, net (mandatory) | 4170 | 211 | 198 | 236 |
| Budget authority, net (total) | 4180 | 97 | 126 | 196 |
| Outlays, net (total) | 4190 | 211 | 198 | 236 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Total investments, SOY: Federal securities: Par value | 5000 | 693 | 609 | 535 |
| Total investments, EOY: Federal securities: Par value | 5001 | 609 | 535 | 470 |

| Account Symbol and Title<br>14X9926<br>Permanent Operating Funds | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Direct Federal programs: | | | | |
| Budget Authority | 2004-01 | 97 | 126 | 196 |
| Outlays | 2004-02 | 211 | 198 | 236 |
| Object Classification (O) ($ in Millions) | | | | |
| Direct obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 21 | 21 | 41 |
| Other than full-time permanent | 11.3 | 2 | 2 | 3 |
| Other personnel compensation | 11.5 | 2 | 2 | 3 |
| Total personnel compensation | 11.9 | 25 | 25 | 47 |
| Civilian personnel benefits | 12.1 | 8 | 9 | 16 |
| Communications, utilities, and miscellaneous charges | 23.3 | 1 | 1 | 2 |
| Other services from non-Federal sources | 25.2 | 6 | 9 | 10 |
| Other goods and services from Federal sources | 25.3 | 6 | 7 | 10 |
| Operation and maintenance of facilities | 25.4 | 0 | 1 | 1 |
| Operation and maintenance of equipment | 25.7 | 1 | 2 | 2 |
| Supplies and materials | 26.0 | 2 | 3 | 3 |
| Equipment | 31.0 | 1 | 2 | 2 |
| Land and structures | 32.0 | 10 | 5 | 8 |
| Grants, subsidies, and contributions | 41.0 | 5 | 8 | 8 |
| Subtotal, obligations, Direct obligations | 99.0 | 65 | 72 | 109 |
| Allocation Account - direct: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 6 | 7 | 7 |
| Other than full-time permanent | 11.3 | 2 | 2 | 2 |
| Other personnel compensation | 11.5 | 1 | 0 | 0 |
| Total personnel compensation | 11.9 | 9 | 9 | 9 |
| Civilian personnel benefits | 12.1 | 3 | 3 | 3 |
| Other services from non-Federal sources | 25.2 | 5 | 5 | 6 |
| Other goods and services from Federal sources | 25.3 | 1 | 1 | 5 |
| Operation and maintenance of facilities | 25.4 | 1 | 1 | 2 |
| Operation and maintenance of equipment | 25.7 | 24 | 19 | 22 |
| Land and structures | 32.0 | 1 | 1 | 1 |
| Grants, subsidies, and contributions | 41.0 | 1 | 1 | 1 |
| Subtotal, obligations, Allocation Account - direct | 99.0 | 45 | 40 | 49 |
| Total new obligations | 99.9 | 110 | 112 | 158 |
| Employment Summary (Q) | | | | |
| Direct civilian full-time equivalent employment | 1001 | 422 | 421 | 696 |
| Appropriations Requests in Thousands of Dollars (T) | | | | |
| Budget year budgetary resources [014-9926] | 1000 | | | 0 |

# Budget Schedules - Proposal

| Account Symbol and Title<br>14X9926<br>Permanent Operating Funds | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Forest ecosystem health and recovery fund | 0001 | 0 | 2 | 5 |
| Timber sale pipeline restoration fund | 0004 | 0 | 2 | 2 |
| Federal land disposal fund | 0005 | 0 | 0 | 1 |
| Total new obligations | 0900 | 0 | 4 | 8 |
| Budgetary resources: | | | | |
| Budget authority: | | | | |
| Appropriations, mandatory: | | | | |
| Forest ecosystem health and recovery fund | 1201 | 0 | 2 | 2 |
| Timber sales pipeline restoration fund | 1201 | 0 | 2 | 1 |
| Federal land disposal fund | 1201 | 0 | 0 | 5 |
| Appropriations, mandatory (total) | 1260 | 0 | 4 | 8 |
| Appropriations, mandatory - Computed Totals | 1260-20 | 0 | 4 | 8 |
| Appropriation [Timber sales] | 1260-40 | 0 | 4 | 3 |
| Appropriation [FLTFA] | 1260-40 | 0 | 0 | 5 |
| Total budgetary resources available | 1930 | 0 | 4 | 8 |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 0 | 0 | 1 |
| Obligations incurred, unexpired accounts | 3010 | 0 | 4 | 8 |
| Outlays (gross) | 3020 | 0 | -3 | -3 |
| Unpaid obligations, end of year | 3050 | 0 | 1 | 6 |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 0 | 0 | 1 |
| Obligated balance, end of year | 3200 | 0 | 1 | 6 |
| Budget authority and outlays, net: | | | | |
| Mandatory: | | | | |
| Budget authority, gross | 4090 | 0 | 4 | 8 |
| Outlays, gross: | | | | |
| Outlays from new mandatory authority | 4100 | 0 | 3 | 2 |
| Outlays from mandatory balances | 4101 | 0 | 0 | 1 |
| Outlays, gross (total) | 4110 | 0 | 3 | 3 |
| Budget authority, net (mandatory) | 4160 | 0 | 4 | 8 |
| Outlays, net (mandatory) | 4170 | 0 | 3 | 3 |
| Budget authority, net (total) | 4180 | 0 | 4 | 8 |
| Outlays, net (total) | 4190 | 0 | 3 | 3 |

| Account Symbol and Title<br>14X9926<br>Permanent Operating Funds | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Direct Federal programs: | | | | |
| Budget Authority | 2004-01 | 0 | 4 | 8 |
| Outlays | 2004-02 | 0 | 3 | 3 |
| Object Classification (O) ($ in Millions) | | | | |
| Direct obligations: | | | | |
| Other services from non-Federal sources | 25.2 | 0 | 2 | 5 |
| Supplies and materials | 26.0 | 0 | 2 | 2 |
| Land and structures | 32.0 | 0 | 0 | 1 |
| Total new obligations | 99.9 | 0 | 4 | 8 |

# Miscellaneous Trust Funds

# Miscellaneous Trust Funds

## Appropriations Language

In addition to amounts authorized to be expended under existing laws, there is hereby appropriated such amounts as may be contributed under section 307 of Public Law 94–579 (43 U.S.C. 1737), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act (43 U.S.C. 1721(b)), to remain available until expended. *(Division F—Department of the Interior, Environment and Related Agencies Appropriations Act, 2015)*

## Appropriations Language Citations

**1. In addition to amounts authorized to be expended under existing laws,**

In addition to the amounts provided under other statutes for BLM operations and activities.

**2. there is hereby appropriated such amounts as may be contributed under section 307 of Public Law 94–579 (43 U.S.C. 1737),**

This appropriation consists of both current and permanent funds. The current appropriations are the contributions authorized by the Federal Land Policy Management Act (FLPMA) section 307 (c), which allows parties to contribute funds to the BLM for resource development, protection, and management activities; for acquisition and conveyance of public lands; and for cadastral surveys on Federally controlled or intermingled lands.

**3. and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act (43 U.S.C. 1721(b)),**

The permanent appropriation allows the BLM to spend funds contributed under the authority of the Taylor Grazing Act and under authority of various land survey acts.

**4. to remain available until expended.**

The language makes the funds available without fiscal year limitation. This type of account allows BLM a valuable degree of flexibility needed to support multi-year contracts, agreements and purchases.

## Authorizations

Statutes that authorize permanent mandatory trust funds

| | |
|---|---|
| ***The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315h, 315i)*** | Provides for the Secretary of the Interior to accept contributions for the administration, protection, and improvement of grazing lands, and for these funds to be deposited into the Treasury in a trust fund; the Act also permanently appropriates them for use by the Secretary. |
| ***The Act of March 3, 1891, Section 11 (43 U.S.C. 355)*** | Provides for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA in 1976. However, the Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorize the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA. |
| ***43 U.S.C. 759*** | Provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriated. 43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C. 759 of costs in excess of expenses. |
| ***31 U.S.C. 1321(a)(47) and (48)*** | Classifies the activities of "Expenses, public survey work, general" and "Expenses, public survey work, Alaska" as trust funds. |
| ***48 Stat. 1224-36*** | Provides for payments in advance for public surveys. |

Statutes that authorize current mandatory appropriations of trust funds.

| | |
|---|---|
| ***43 U.S.C. 1721(a) and (b) (FLPMA Section 211(a) and (b))*** | Provides for the donation of funds for surveys of omitted lands. |
| ***The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321*** | Authorizes the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA. |
| ***The Sikes Act of 1974, as amended (16 U.S.C. 670 et seq.)*** | Provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies. |
| ***Omnibus Appropriations Act, 2009, Division E—Department of the Interior, Environment, and Related Agencies Appropriations Act, 2009, P.L. 111-8, March 10, 2009*** | Provides that projects to be funded pursuant to a written commitment by a State government to provide an identified amount of money in support of the project may be carried out by the Bureau on a reimbursable basis. |

# Summary of Requirements

*(Dollars in Thousands)*

| Comparison by Activity/ Subactivity | 2014 Actual | | 2015 Enacted* | | 2016 | | | | Change from 2015 Enacted (+/ -) | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Program Changes (+/ -) | | Budget Request | | | |
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| **Miscellaneous Trust Funds** | **93** | **26,005** | **93** | **28,149** | **0** | **-2,999** | **0** | **25,150** | **93** | **-2,999** |
| **CURRENT:** | **86** | **24,617** | **86** | **25,759** | **0** | **-2,829** | **0** | **22,930** | **86** | **-2,829** |
| Conveyance of Omitted Lands | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Resource Development Protection & Management - FLPMA | 55 | 19,427 | 55 | 20,332 | 0 | -2,233 | 0 | 18,099 | 55 | -2,233 |
| Resource Development Protection & Management - California Off-Highway | 29 | 4,843 | 29 | 5,064 | 0 | -556 | 0 | 4,508 | 29 | -556 |
| Wildlife & Fish Conservation & Rehabilitation - Sikes Act | 2 | 347 | 2 | 363 | 0 | -40 | 0 | 323 | 2 | -40 |
| Rights-Of-Way | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| **PERMANENT:** | **7** | **1,388** | **7** | **2,390** | **0** | **-170** | **0** | **2,220** | **7** | **-170** |
| Resource Development Protection & Management - Taylor Grazing Act | 3 | 1,075 | 3 | 1,844 | 0 | -131 | 0 | 1,713 | 3 | -131 |
| Public Survey | 4 | 313 | 4 | 546 | 0 | -39 | 0 | 507 | 4 | -39 |

* The 2015 amount is updated from the amount included in the Appendix, Budget of the United States Government, Fiscal Year 2016. The 2015 amount reflects previously unavailable amounts as provided in the Balanced Budget and Emergency Deficit Control Act, as amended.

# Appropriation: Miscellaneous Trust Funds (Current and Permanent)

## Activity Description

The Land and Resource Management Trust Fund provides for resource development, protection, and management improvement of the public lands using money and services that are contributed to the BLM from non-Federal sources.

Contributions and donations of money from private individuals, companies, user organizations, State government agencies, and other non-Federal entities provide for the performance of certain conservation practices. Any money remaining after the project is completed is returned to the contributor if they desire.

**Current Appropriations:**

Funds are routinely received for the following purposes:

- ***Conveyance of Omitted Lands -*** This activity accounts for contributed funds for land and realty actions from non-Federal sources or applicants as agreed to through an established contribution agreement.

- ***Resource Development, Protection, and Management--FLMPA -*** According to FLPMA, the BLM can accept contributed money or services for resource development, protection, and management; conveyance or acquisition of public lands; and conducting cadastral surveys.

- ***Resource Development, Protection and Management of California Off-Highway Vehicles -*** Includes contributions from the State of California Off-Highway Vehicle license ("Green Sticker") fund. The BLM uses this fund for the development, maintenance, and operation of benefiting projects on BLM-administered public lands in California. The BLM requests these funds from the State of California each year through a competitive process. The amount awarded to the BLM varies each year.

- ***Wildlife & Fish Conservation & Rehabilitation--Sikes Act*** - The Sikes Act authorizes State game and fish departments to charge fees for activities such as hunting, fishing, and trapping on Federal lands. These funds are shared with the BLM and used by the BLM for the conservation, restoration, management and improvement of wildlife species and their habitat.

- ***Rights-of-Way -*** This activity accounts for funds contributed by private entities to pay the casework costs of processing Rights-of-Way grants requested by them.

**Permanent Appropriations**:

The following funds are permanently available as Permanent Miscellaneous Trust Funds to the Secretary of the Interior for efforts as specified by the authorizing Act:

- ***Taylor Grazing Act Contributions*** - These contributions are permanently appropriated as trust funds to the Secretary for rangeland improvement.

- ***Public Survey Contributions -*** These funds are contributions from individuals, companies or other users of the public lands, for cadastral survey services provided by the BLM.

- ***Trustee Funds, Alaska Townsites -*** These contributions are provided for the sale of town lots to non-Native Alaskans. These trust funds provide for the survey and deed transfer of town lots. Purchasers pay the cost of survey and deed transfer plus $25. (Native Alaskans are exempt from payment.) Only lots occupied before the passage of FLPMA may be deeded to the occupants; all other lots are the property of the municipality.

# Budget Schedules

| Account Symbol and Title<br>14X9971<br>Miscellaneous Trust Funds | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Resource development FLPMA | 0001 | 14 | 14 | 14 |
| Resource development CA OHV | 0002 | 4 | 4 | 4 |
| Resource development Taylor Grazing | 0003 | 1 | 1 | 1 |
| Public Survey | 0004 | 0 | 1 | 0 |
| Sikes Act | 0005 | 0 | 0 | 1 |
| Total new obligations | 0900 | 19 | 20 | 20 |
| Budgetary resources: | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 46 | 53 | 59 |
| Budget authority: | | | | |
| Appropriations, mandatory: | | | | |
| Appropriation (special or trust fund) | 1201 | 27 | 24 | 25 |
| Appropriation (previously unavailable) | 1203 | 1 | 2 | 0 |
| Appropriations and/or unobligated balance of appropriations temporarily reduced | 1232 | -2 | 0 | 0 |
| Appropriations, mandatory (total) | 1260 | 26 | 26 | 25 |
| Appropriations, mandatory - Computed Totals | 1260-20 | 26 | 26 | 25 |
| Appropriation [Text] | 1260-40 | 28 | 24 | 25 |
| Baseline Civilian Pay | 1260-50 | | 8 | 8 |
| Baseline Non-Pay | 1260-50 | | 16 | 17 |
| Effects of 2014 sequester | 1260-40 | -2 | 2 | 0 |
| Baseline Non-Pay | 1260-50 | | 2 | 0 |
| Total budgetary resources available | 1930 | 72 | 79 | 84 |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 53 | 59 | 64 |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 10 | 9 | 4 |
| Obligations incurred, unexpired accounts | 3010 | 19 | 20 | 20 |
| Outlays (gross) | 3020 | -20 | -25 | -24 |
| Unpaid obligations, end of year | 3050 | 9 | 4 | 0 |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 10 | 9 | 4 |
| Obligated balance, end of year | 3200 | 9 | 4 | 0 |

| Account Symbol and Title<br>14X9971<br>Miscellaneous Trust Funds | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Budget authority and outlays, net: | | | | |
| Mandatory: | | | | |
| Budget authority, gross | 4090 | 26 | 26 | 25 |
| Outlays, gross: | | | | |
| Outlays from new mandatory authority | 4100 | 6 | 16 | 16 |
| Outlays from mandatory balances | 4101 | 14 | 9 | 8 |
| Outlays, gross (total) | 4110 | 20 | 25 | 24 |
| Budget authority, net (mandatory) | 4160 | 26 | 26 | 25 |
| Outlays, net (mandatory) | 4170 | 20 | 25 | 24 |
| Budget authority, net (total) | 4180 | 26 | 26 | 25 |
| Outlays, net (total) | 4190 | 20 | 25 | 24 |
| Direct Federal programs: | | | | |
| Budget Authority | 2004-01 | 26 | 26 | 25 |
| Outlays | 2004-02 | 20 | 25 | 24 |
| Object Classification (O) ($ in Millions) | | | | |
| Direct obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 4 | 4 | 4 |
| Other than full-time permanent | 11.3 | 1 | 1 | 1 |
| Other personnel compensation | 11.5 | 1 | 1 | 1 |
| Total personnel compensation | 11.9 | 6 | 6 | 6 |
| Civilian personnel benefits | 12.1 | 2 | 2 | 2 |
| Other services from non-Federal sources | 25.2 | 3 | 4 | 3 |
| Other goods and services from Federal sources | 25.3 | 2 | 2 | 3 |
| Supplies and materials | 26.0 | 1 | 1 | 1 |
| Land and structures | 32.0 | 2 | 2 | 2 |
| Grants, subsidies, and contributions | 41.0 | 3 | 3 | 3 |
| Total new obligations | 99.9 | 19 | 20 | 20 |
| Employment Summary (Q) | | | | |
| Direct civilian full-time equivalent employment | 1001 | 93 | 93 | 93 |
| Appropriations Requests in Thousands of Dollars (T) | | | | |
| Budget year budgetary resources [014-9971] | 1000 | | | 22,930 |

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# Helium Fund and Operations

# Helium Fund and Operations

## Appropriations Language

No Appropriations Language

## Explanation

No appropriations language is necessary. The Helium Stewardship Act of 2013, Public Law No. 113-40, provides the authority and funding for operation of the program.

### Summary of Requirements ($000)

| Comparison by Activity/ Subactivity | 2014 Actual | | 2015 Enacted | | 2016 Program Changes (+/-) | | 2016 Budget Request | | Change from 2015 (+/-) | |
|---|---|---|---|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| **Helium Fund** | **49** | **242,111**[1] | **49** | **22,512** | **0** | **0** | **49** | **24,541** | 0 | +2,029 |
| Helium Fund | 49 | 242,111 | 49 | **22,512** | 0 | 0 | 49 | **24,541** | 0 | +2,029 |
| Offsetting Collections | 0 | -242,111 | 0 | **-22,512** | 0 | 0 | 0 | **-24,541** | 0 | -2,029 |
| **Operating Programs:** | **49** | **242,111**[1] | **49** | **22,512** | **0** | **0** | **49** | **24,541** | **0** | +2,029 |
| Production & Sales | 16 | 236,997 | 16 | 20,479 | 0 | 0 | 16 | 20,523 | 0 | +44 |
| Transmission & Storage Operations | 16 | 3,000 | 16 | 52 | 0 | 0 | 16 | 1,750 | 0 | +1,698 |
| Administrative & Other Expenses | 17 | 2,114 | 17 | 1,981 | 0 | 0 | 17 | 2,268 | 0 | +287 |

[1]Note: The 2014 collections includes a $3.0 million transfer to the General Fund.

# Activity: Helium Fund and Operations

## Justification of 2016 Program Changes

The 2016 budget request for the Helium Fund and Operations program is $24,541,000 and 49 FTE, a program increase of $2,029,000 from the 2015 estimate. The amount of the 2016 budget request is based on estimated costs of natural gas and liquid gas sales operations of the Crude Helium Enrichment Unit, and oversight of helium production on Federal lands. Revenues from helium sales for 2015 are projected to be lower than the 2014 level. The Helium Stewardship Act of 2013 required the BLM to hold sales in 2014 for helium that will be delivered in 2015 and for a portion of the helium that will be delivered in 2016. In 2014, the BLM held three sales and one auction. The BLM received payment in 2014 for helium to be delivered in 2015 and for 250 million cubic feet (MMcf) to be delivered in 2016.

## Program Overview

The Helium Act Amendments of 1960, Public Law 86–777 (50 U.S.C. 167), authorized activities necessary to provide sufficient helium to meet the current and foreseeable future needs of essential government activities. The Helium Privatization Act of 1996 (HPA), Public Law 104–273, provided for the eventual privatization of the program and its functions, specifying that once the helium debt is retired, the Helium Production Fund would be dissolved. The debt was repaid at the beginning of fiscal year 2014. The Helium Stewardship Act of 2013, (P.L. 113-40) provided for continued operation of the Helium program while facilitating a gradual exit from the helium market.

The Helium Stewardship Act established the following goals of the BLM's Helium program are:

- Continued storage and transmission of crude helium;
- Oversight of the production of helium on Federal lands; and
- Administration of in-kind and open market crude helium gas sale programs.

To minimize impacts to the helium market, the Helium Stewardship Act provides a "glide path" from the sales mandated under the HPA, increasing the sales price of helium through an auction mechanism and reducing the total volume of helium sold each year, until the amount in storage reaches 3.0 billion cubic feet. At that point, the remaining helium will be reserved for Federal users. Additionally, the Helium Stewardship Act provides for a hard deadline to sunset the program and sell off the program assets by 2021. The Helium Stewardship Act required at least one sale to be held in 2014 for helium to be delivered in 2014, 2015 and 2016, resulting in a one-time increase in collections in 2014. A sale was conducted in January and May of 2014 for a total volume of 610 MMcf, resulting in revenue of $57,950,095 for FY 2014 receipts. An auction was conducted in July 2014 for a total volume of 92 MMcf resulting in revenue of $14,972,568 for FY 2015 receipts. A sale conducted in August, 2014 for a total of 835 MMcf resulted in revenue of $88,543,390 for FY 2015 receipts. An advanced sale, conducted in August 2014 for 250 MMcf resulted in revenue of $26,500,000 for FY 2016 receipts. Revenue will decrease in subsequent years as the Act does not require any more advanced sales.

The table below shows actual and estimated revenues for 2014 through 2016. The revenues include funds from the sale of crude helium (through sales and auctions, as described above) and revenue from in-kind crude helium sales, sales of natural gas and natural gas liquids, and royalties from the extraction of helium from Federal lands. Collections in excess of operating costs were deposited to a receipt account and are not shown in the Summary of Requirements table as revenue.

| Helium Program | $ in thousands | | |
|---|---|---|---|
| | 2014 Actual | 2015 Estimate | 2016 Estimate |
| Revenues | 242,111 | 132,575 | 148,751 |

The BLM Helium Program is currently responsible for the following operational activities:

- Storing and transmitting of Federal and private crude helium via the helium storage system;
- Administering helium fee and royalty contracts for helium extracted from gas produced on Federal lands;
- Administering the in-kind and open market crude helium gas sale program; and
- Conducting helium resource evaluation and reserve tracking to determine the extent of helium resources.

The helium storage system ensures that excess helium produced from natural gas processing plants connected to the pipeline network is conserved for future use. Federally-owned natural gas containing marketable helium reserves will be identified and contracted for sale or royalty to enhance conservation of crude helium already in storage.

**Funding History**

All the income derived from crude helium sales, private helium storage, and fee sales/royalty payments for helium extracted from Federal lands pays the full cost of the Helium Program, pursuant to the Helium Stewardship Act of 2013.

Funds generated from the sale of helium were used to repay the Helium Debt. The Helium Debt was retired at the beginning of fiscal year 2014.

## 2016 Program Performance

The amount of the budget request is based on estimated costs of natural gas and liquid gas sales operations of the Crude Helium Enrichment Unit, and oversight of helium production on Federal lands. The income derived from crude helium sales, from private helium storage, and from fee sales/royalty payments for helium extracted from Federal lands will continue to pay for the full costs of the program.

***Helium Fund***- Revenues from the sale or auction of helium, as well as royalties from helium extraction on Federal lands and sales of natural gas and naturals liquids byproducts from helium enrichment are deposited in the Helium Fund. In 2014, approximately $242.1 million in revenues was deposited in the Helium Fund.

# Budget Schedules

| Account Symbol and Title<br>14X4053<br>Helium Fund | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Production and sales | 0801 | 19 | 20 | 23 |
| Transmission and storage | 0802 | 2 | 1 | 0 |
| Administration and other expenses | 0803 | 3 | 2 | 2 |
| Total new obligations | 0900 | 24 | 23 | 25 |
| Budgetary resources: | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 214 | 215 | 26 |
| Capital transfer of unobligated balances to general fund | 1022 | -170 | -190 | 0 |
| Unobligated balances applied to repay debt | 1023 | -44 | 0 | 0 |
| Unobligated balance (total) | 1050 | 0 | 25 | 26 |
| Budget authority: | | | | |
| Spending authority from offsetting collections, mandatory: | | | | |
| Collected | 1800 | 242 | 26 | 25 |
| Capital transfer of spending authority from offsetting collections to general fund | 1820 | -3 | 0 | 0 |
| New and/or unobligated balance of spending authority from offsetting collections temporarily reduced | 1823 | 0 | -2 | 0 |
| Spending auth from offsetting collections, mand (total) | 1850 | 239 | 24 | 25 |
| Spending auth from offsetting collections, mand - Computed Totals | 1850-20 | 239 | 24 | 25 |
| Spending authority from offsetting collections [Text] | 1850-40 | 239 | 24 | 25 |
| Baseline Program [Text] | 1850-50 | | 24 | 25 |
| Total budgetary resources available | 1930 | 239 | 49 | 51 |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 215 | 26 | 26 |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 13 | 15 | 3 |
| Obligations incurred, unexpired accounts | 3010 | 24 | 23 | 25 |
| Outlays (gross) | 3020 | -22 | -35 | -27 |
| Unpaid obligations, end of year | 3050 | 15 | 3 | 1 |
| Memorandum (non-add) entries: | | | | |

| Account Symbol and Title<br>14X4053<br>Helium Fund | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Obligated balance, start of year | 3100 | 13 | 15 | 3 |
| Obligated balance, end of year | 3200 | 15 | 3 | 1 |
| | | | | |
| Budget authority and outlays, net: | | | | |
| | | | | |
| Mandatory: | | | | |
| Budget authority, gross | 4090 | 239 | 24 | 25 |
| Outlays, gross: | | | | |
| Outlays from new mandatory authority | 4100 | 2 | 4 | 4 |
| Outlays from mandatory balances | 4101 | 20 | 31 | 23 |
| Outlays, gross (total) | 4110 | 22 | 35 | 27 |
| | | | | |
| Offsets against gross budget authority and outlays: | | | | |
| Offsetting collections (collected) from: | | | | |
| | | | | |
| Policy Program [Text] | 4123-41 | -242 | -26 | -25 |
| Baseline Program [Text] | 4123-71 | | -26 | -25 |
| Budget authority, net (mandatory) | 4160 | -3 | -2 | 0 |
| Outlays, net (mandatory) | 4170 | -220 | 9 | 2 |
| Budget authority, net (total) | 4180 | -3 | -2 | 0 |
| Outlays, net (total) | 4190 | -220 | 9 | 2 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Unexpired unavailable balance, SOY: Offsetting collections | 5090 | 1 | 1 | 3 |
| Unexpired unavailable balance, EOY: Offsetting collections | 5092 | 1 | 3 | 3 |
| | | | | |
| Physical assets: | | | | |
| Major equipment: | | | | |
| Other physical assets: | | | | |
| Direct Federal programs: | | | | |
| Budget Authority | 1352-01 | -3 | -2 | 0 |
| Outlays | 1352-02 | -220 | 9 | 2 |
| | | | | |
| Balance Sheet (F) ($ in Millions) | | | | |
| ASSETS: | | | | |
| Federal assets: | | | | |
| Fund balances with Treasury | 1101 | 230 | | |
| Other Federal assets: | | | | |
| Inventories and related properties | 1802 | 95 | | |
| Property, plant and equipment, net | 1803 | 9 | | |
| Other assets | 1901 | 179 | | |
| Total assets | 1999 | 513 | | |
| LIABILITIES: | | | | |
| Federal liabilities: | | | | |
| Debt | 2103 | 0 | | |
| Other | 2105 | 289 | | |
| Total liabilities | 2999 | 289 | | |

| Account Symbol and Title<br>14X4053<br>Helium Fund | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| NET POSITION: | | | | |
| Cumulative results of operations | 3300 | 224 | | |
| Total liabilities and net position | 4999 | 513 | | |
| | | | | |
| Object Classification (O) ($ in Millions) | | | | |
| | | | | |
| Reimbursable obligations: | | | | |
| Personnel compensation: | | | | |
| Full-time permanent | 11.1 | 4 | 4 | 4 |
| Civilian personnel benefits | 12.1 | 1 | 1 | 1 |
| Communications, utilities, and miscellaneous charges | 23.3 | 2 | 2 | 2 |
| Other services from non-Federal sources | 25.2 | 7 | 5 | 8 |
| Supplies and materials | 26.0 | 1 | 1 | 1 |
| Equipment | 31.0 | 0 | 3 | 0 |
| Grants, subsidies, and contributions | 41.0 | 9 | 7 | 9 |
| Total new obligations | 99.9 | 24 | 23 | 25 |
| | | | | |
| Employment Summary (Q) | | | | |
| Reimbursable civilian full-time equivalent employment | 2001 | 49 | 49 | 49 |

# Abandoned Wells Remediation Fund

# Abandoned Wells Remediation Fund

## Appropriations Language

(b) ABANDONED WELL REMEDIATION.—Section 349 of the Energy Policy Act of 2005 (42 U.S.C. 15907) is amended by adding at the end the following:

‘‘(i) FEDERALLY DRILLED WELLS.—Out of any amounts in the Treasury not otherwise appropriated, $10,000,000 for fiscal year 2014, $36,000,000 for fiscal year 2015, and $4,000,000 for fiscal year 2019 shall be made available to the Secretary, without further appropriation and to remain available until expended, to remediate, reclaim, and close abandoned oil and gas wells on current or former National Petroleum Reserve land.’’.

## Appropriations Language Citations and Authorizations

| | |
|---|---|
| **Public Law 113-40, Helium Stewardship Act of 2013** | Provides funding to remediate, reclaim and close abandoned oil and gas wells on current and former National Petroleum Reserve Land. |

# \Summary of Requirements

*(Dollars in Thousands)*

| | 2014 Actual | 2015[a/] Enacted | Program Changes (+/-) | 2016 Pres. Budget | Change from 2014 Enacted(+/-) |
|---|---|---|---|---|---|
| **Abandoned Well Remediation Fund** | **10,000** | **33,372** | **0** | **0** | **-33,372** |

**a/ The 2015 amount is updated from the amount included in the Appendix, Budget of the United States Government, Fiscal Year 2016. The 2015 amount reflects sequestration required under the Balanced Budget and Emergency Deficit Control Act, as amended.**

## Program Overview

This permanent appropriation was enacted in the Helium Stewardship Act of 2013.

### Program Components

The BLM is responsible for managing 136 wells within the 22.8 million acre National Petroleum Reserve in Alaska (NPR-A). All well sites have been thoroughly reviewed and grouped into three categories:

| | |
|---|---|
| Wells Requiring No Additional BLM Action | 68 |
| Wells Currently In Use By USGS | 18 |
| Wells Currently Requiring BLM Action | 50 |

The wells requiring no additional action include those wells that have previously been remediated by the BLM or other Federal agencies, those conveyed to the North Slope Borough under the Barrow Gas Field Transfer Act of 1984 (P.L. 98-366), and shallow test boreholes that present no subsurface or surface risks. The wells currently being used by the U.S. Geological Survey (USGS) are part of climate change monitoring studies, and the BLM will work with the USGS to establish a plan for the eventual disposition and remediation of these wells when they are no longer necessary for research.

The remaining 50 wells were analyzed based on details from the 2013 Legacy Wells Summary Report (released May 2013) and put into an action plan within the 2013 Legacy Wells Strategic Plan (released September 2013). The 50 wells accounted for the potential surface and subsurface risks posed to human health, safety, and the environment. The plan presents a near-term strategy for addressing the highest priority wells. The strategy is dynamic and flexible, meaning that the order of remediation work will be adjusted as site conditions change and additional information becomes available.

### Critical Factors

- The BLM will use an adaptive management approach and adjust to the dynamic situation on the ground in the NPR-A by continuing to conduct risk evaluations, monitor changing site conditions, evaluate strategic plan effectiveness, and develop new or updated actions if necessary to remediate legacy well sites.

- The BLM will continue to work with stakeholders, such as the North Slope Borough (NSB) and the Arctic Slope Regional Corporation, to coordinate well plugging and clean-up activities, determine future prioritization, and assure cost effective closure of legacy well sites. The BLM will coordinate with Barrow Gas Field staff and the Alaska Oil and Gas Conservation Commission (AOGCC) on technical concerns for each well, and with the NSB to identify research opportunities in the Simpson Peninsula. The BLM will coordinate any contaminant investigation of a potential release with the Alaska Department of Environmental Conservation (ADEC) and appropriate stakeholders.

## 2016 Program Performance

The BLM anticipates following the path outlined in the 2013 Legacy Wells Strategic Plan for the duration of available funding from this Abandoned Well Remediation Fund. The BLM plans to work in three separate geographic areas; Umiat, Barrow and the Simpson Peninsula.

In 2015, the BLM has an interagency agreement (IA) with the Army Corps of Engineers related to Umiat #3 and is working to expand that IA to include Umiat #1 and #11. The Corps is undergoing a permitting process to complete a plugging operation for the Umiat #3 well during the 2014-2015 winter with opportunities for plugging Umiat #1 and #11. The BLM has been coordinating with the State of Alaska (Alaska Oil and Gas Conservation Commission and State Historic Preservation Office) and collaboratively identified four remaining wellheads from previously plugged and abandoned wells in the Umiat area that could be removed. The wellhead removal is necessary to eliminate a potential surface hazard.

In October 2014, soil sampling occurred at three wells on the Simpson Peninsula (Simpson Core Test #26, #30, and #30A). This soil sampling was intentionally split out of the clean-up process and occurred prior to plug and abandonment work so that the appropriate site clean-up could be identified and occur in conjunction with solid waste clean-up efforts in 2015. Vendors from that contract will conduct surface cleanup at those sites. These wells were drilled in an oil seep and still contain unsightly solid wastes that have garnered negative attention by BLM stakeholders.

In 2015 and 2016, the BLM plans to continue any work not completed in the Umiat area. An Industry Day was held in Anchorage on January 7 and 8, 2015, in which the BLM received valuable market research from industry representatives on considerations for future work in the Barrow and Simpson areas. The Barrow and Simpson area work is scheduled to begin the winter of 2015-2016 and address a total of 14 wells and work will be prioritized based on feedback received from Industry Day process. The work at Barrow and Simpson is expected to take two to three years to complete.

# Budget Schedules

| Account Symbol and Title<br>14X2640<br>Abandoned Well Remediation Fund | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Program and Financing (P) ($ in Millions) | | | | |
| Obligations by program activity: | | | | |
| Abandoned Well Remediation Fund (Direct) | 0001 | 0 | 5 | 7 |
| Total new obligations (object class 25.2) | 0900 | 0 | 5 | 7 |
| | | | | |
| Budgetary resources: | | | | |
| | | | | |
| Unobligated balance: | | | | |
| Unobligated balance brought forward, Oct 1 | 1000 | 0 | 10 | 41 |
| | | | | |
| Budget authority: | | | | |
| | | | | |
| Appropriations, mandatory: | | | | |
| Appropriation | 1200 | 10 | 36 | 0 |
| Appropriations, mandatory (total) | 1260 | 10 | 36 | 0 |
| Appropriations, mandatory - Computed Totals | 1260-20 | 10 | 36 | 0 |
| Appropriation [Abandoned well remediation fund] | 1260-40 | 10 | 36 | 0 |
| Baseline Civilian Pay | 1260-50 | | 0 | 0 |
| Baseline Non-Pay | 1260-50 | | 36 | 0 |
| Total budgetary resources available | 1930 | 10 | 46 | 41 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Unexpired unobligated balance, end of year | 1941 | 10 | 41 | 34 |
| | | | | |
| Change in obligated balance: | | | | |
| Unpaid obligations: | | | | |
| Unpaid obligations, brought forward, Oct 1 | 3000 | 0 | 0 | 5 |
| Obligations incurred, unexpired accounts | 3010 | 0 | 5 | 7 |
| Outlays (gross) | 3020 | 0 | 0 | -11 |
| | | | | |
| Unpaid obligations, end of year | 3050 | 0 | 5 | 1 |
| | | | | |
| Memorandum (non-add) entries: | | | | |
| Obligated balance, start of year | 3100 | 0 | 0 | 5 |
| Obligated balance, end of year | 3200 | 0 | 5 | 1 |
| | | | | |
| Budget authority and outlays, net: | | | | |
| | | | | |
| Mandatory: | | | | |
| Budget authority, gross | 4090 | 10 | 36 | 0 |
| Outlays, gross: | | | | |
| Outlays from mandatory balances | 4101 | 0 | 0 | 11 |
| Budget authority, net (mandatory) | 4160 | 10 | 36 | 0 |
| Outlays, net (mandatory) | 4170 | 0 | 0 | 11 |
| Budget authority, net (total) | 4180 | 10 | 36 | 0 |

| Account Symbol and Title<br>14X2640<br>Abandoned Well Remediation Fund | Line | 2014 Act | 2015 CY | 2016 BY |
|---|---|---|---|---|
| Outlays, net (total) | 4190 | 0 | 0 | 11 |
| Physical assets: | | | | |
| Construction and rehabilitation: | | | | |
| Research and development facilities: | | | | |
| Direct Federal Programs: | | | | |
| Budget Authority | 1312-01 | 10 | 36 | 0 |
| Outlays | 1312-02 | 0 | 0 | 11 |
| Object Classification (O) ($ in Millions) | | | | |
| Direct obligations: | | | | |
| Other services from non-Federal sources | 25.2 | 0 | 5 | 7 |

# Administrative Provisions

# Administrative Provisions

## Appropriations Language

The Bureau of Land Management may carry out the operations funded under this Act by direct expenditure, contracts, grants, cooperative agreements and reimbursable agreements with public and private entities, including with States. Appropriations for the Bureau shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to $100,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on the Secretary's certificate, not to exceed $10,000: Provided, That notwithstanding Public Law 90–620 (44 U.S.C. 501), the Bureau may, under cooperative cost-sharing and partnership arrangements authorized by law, procure printing services from cooperators in connection with jointly produced publications for which the cooperators share the cost of printing either in cash or in services, and the Bureau determines the cooperator is capable of meeting accepted quality standards: Provided further, That projects to be funded pursuant to a written commitment by a State government to provide an identified amount of money in support of the project may be carried out by the Bureau on a reimbursable basis. Appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau or its contractors or for the sale of wild horses and burros that results in their destruction for processing into commercial products. (Department of the Interior, Environment, and Related Agencies Appropriations Act, 2015)

## Appropriation Language Citations

***44 U.S.C. 501*** provides that all executive, congressional, and judicial printing must be done at the GPO, except for printing in field plants operated by executive departments or independent offices if approved by the Joint Committee on Printing.

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# Appendices

# Employee Count by Grade

| Total Employment* | | | |
|---|---|---|---|
| **Grade** | **2014 Actual** | **2015 Estimate** | **2016 Estimate** |
| Executive Level V | 1 | 1 | 1 |
| **Subtotal** | | | |
| Senior Level | 1 | 1 | 1 |
| **Subtotal** | | | |
| SES | 20 | 20 | 20 |
| **Subtotal** | | | |
| GS - 15 | 93 | 99 | 99 |
| GS - 14 | 350 | 353 | 353 |
| GS - 13 | 899 | 905 | 905 |
| GS -12 | 1,527 | 1,537 | 1,537 |
| GS -11 | 2,583 | 2,586 | 2,586 |
| GS -10 | 60 | 60 | 60 |
| GS - 9 | 1,102 | 1,103 | 1,103 |
| GS - 8 | 266 | 267 | 267 |
| GS - 7 | 1,090 | 1,090 | 1,090 |
| GS - 6 | 535 | 535 | 535 |
| GS - 5 | 597 | 597 | 597 |
| GS - 4 | 519 | 519 | 519 |
| GS - 3 | 297 | 297 | 297 |
| GS - 2 | 44 | 44 | 44 |
| GS - 1 | 4 | 4 | 4 |
| **Subtotal** | **9,988** | **10,018** | **10,018** |
| | | | |
| Other Pay Schedule Systems | | | |
| | | | |
| **Total Employment* (actual/projected) at end of FY** | | | |

* Number of actual employees, whether employees are full or part-time.

**Total FTE Usage** (actual/projected)**

** FTE (Full-Time Equivalent) means the total number of regular straight-time hours *(i.e.*,not including overtime or holiday hours) worked by employees divided by the number of compensable days in a fiscal year.

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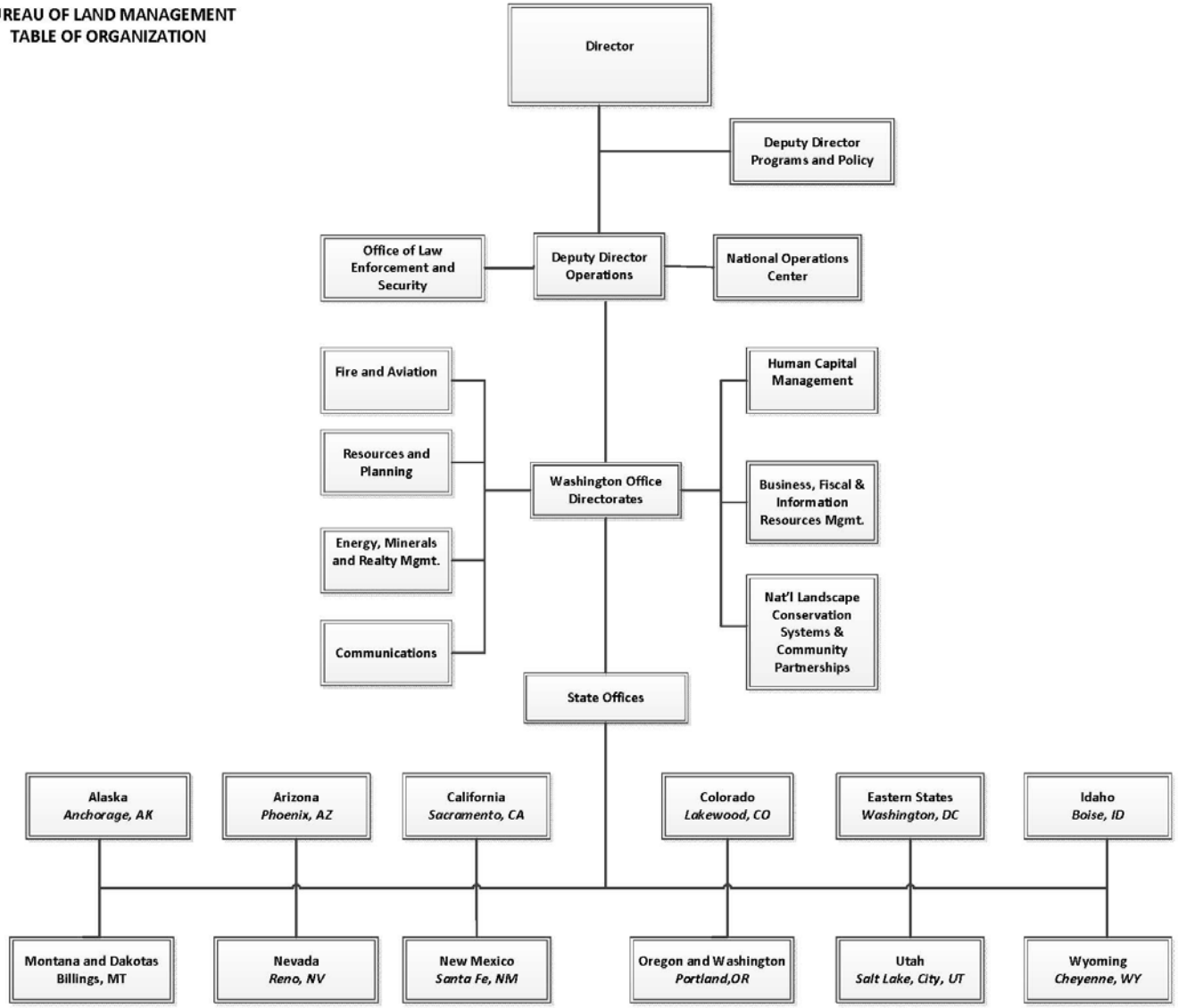
BUREAU OF LAND MANAGEMENT
TABLE OF ORGANIZATION



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